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DATE: 5 September 2016

To: Members of the  
**CARE SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

Councillor Judi Ellis (Chairman)  
Councillor Pauline Tunnicliffe (Vice-Chairman)  
Councillors Ruth Bennett, Kevin Brooks, Mary Cooke, Hannah Gray, David Jefferys,  
Terence Nathan, Catherine Rideout and Charles Rideout QPM CVO

Linda Gabriel, Healthwatch Bromley  
Justine Godbeer, Bromley Experts by Experience  
Rosalind Luff, Carers Forum  
Lynn Sellwood, Voluntary Sector Strategic Network

A meeting of the Care Services Policy Development and Scrutiny Committee will be held at Bromley Civic Centre on **TUESDAY 13 SEPTEMBER 2016 AT 6.30 PM**

MARK BOWEN  
Director of Corporate Services

**Paper copies of this agenda will not be provided at the meeting. Copies can be printed off at <http://cds.bromley.gov.uk/>. Any member of the public requiring a paper copy of the agenda may request one in advance of the meeting by contacting the Clerk to the Committee, giving 24 hours notice before the meeting.**

**Items marked for information only will not be debated unless a member of the Committee requests a discussion be held, in which case please inform the Clerk 24 hours in advance indicating the aspects of the information item you wish to discuss**

## A G E N D A

### PART 1 AGENDA

**Note for Members:** Members are reminded that Officer contact details are shown on each report and Members are welcome to raise questions in advance of the meeting.

### STANDARD ITEMS

- 1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS
- 2 DECLARATIONS OF INTEREST

### **3 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

In accordance with the Council's Constitution, questions to the Care Services Portfolio Holder or to the Chairman of this Committee must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5.00pm on Wednesday 7<sup>th</sup> September 2016.

### **4 MINUTES OF THE CARE SERVICES PDS COMMITTEE MEETING HELD ON 28TH JUNE 2016 (Pages 5 - 30)**

### **5 MATTERS ARISING AND WORK PROGRAMME (Pages 31 - 38)**

### **6 OFSTED INSPECTION OF CHILDREN'S SERVICES**

All Members of the Council and Co-opted Members of the Education Select Committee and Public Protection and Safety PDS Committee are invited to attend the meeting for consideration of this item.

Report to be published under separate cover.

### **HOLDING THE PORTFOLIO HOLDER AND EXECUTIVE TO ACCOUNT**

### **7 PRE-DECISION SCRUTINY OF CARE SERVICES PORTFOLIO REPORTS**

The Care Services Portfolio Holder to present scheduled reports for pre-decision scrutiny on matters where he is minded to make decisions.

#### **a CAPITAL PROGRAMME MONITORING - 1ST QUARTER 2016/17 (Pages 39 - 48)**

#### **b COMMISSIONING STRATEGY FOR PRIMARY AND SECONDARY INTERVENTION SERVICES (Pages 49 - 64)**

#### **c GATEWAY REVIEW OF INTERMEDIATE CARE (Pages 65 - 72)**

#### **d COPPICE/SPINNEY AND THE GLADE - CONTRACT AWARD (Pages 73 - 76)**

### **8 POLICY DEVELOPMENT AND OTHER ITEMS**

#### **a FINAL REPORT OF THE AUDIT SUB-COMMITTEE: MANORFIELDS REFURBISHMENT (Pages 77 - 100)**

### **9 QUESTIONS ON THE CARE SERVICES PDS INFORMATION BRIEFING**

The briefing comprises:

- Contract Activity 2016/17
- Annual ECHS Complaints Report 2015/16

Members and Co-opted Members have been provided with advance copies of the briefing via email. The briefing is also available on the Council's website at the following link:

<http://cds.bromley.gov.uk/ieListMeetings.aspx?CId=559&Year=0>

Printed copies of the briefing are available on request by contacting the Democratic Services Officer.

**This item will only be debated if a member of the Committee requests a discussion be held, in which case please inform the Clerk 24 hours in advance indicating the aspects of the information item you wish to discuss. Questions on the briefing should also be sent to the Clerk at least 24 hours before the meeting.**

**10 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006 AND THE FREEDOM OF INFORMATION ACT 2000**

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

**Items of Business**

**Schedule 12A Description**

- |  |   |
|--|---|
| <b>11 EXEMPT MINUTES OF THE CARE SERVICES PDS COMMITTEE MEETING HELD ON 28TH JUNE 2016 (Pages 101 - 104)</b>                         | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |
| <br>   |   |
| <b>12 PRE-DECISION SCRUTINY OF EXEMPT (PART 2) CARE SERVICES PORTFOLIO REPORTS</b>   |   |
| <b>a ANNEX A TO FINAL REPORT OF THE AUDIT SUB-COMMITTEE: MANORFIELDS REFURBISHMENT PART 2 (EXEMPT INFORMATION) (Pages 105 - 106)</b> | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |
| <b>b COPPICE/SPINNEY AND THE GLADE - CONTRACT AWARD PART 2 (EXEMPT INFORMATION) (Pages 107 - 112)</b>                                | Information relating to the financial or business affairs of any particular person (including the authority holding that information) |

- c REABLEMENT GATEWAY REVIEW** (Pages 113 - 122) Information relating to the financial or business affairs of any particular person (including the authority holding that information)
  
- d EXTRA CARE HOUSING TENDERING UPDATE** (Pages 123 - 130) Information relating to the financial or business affairs of any particular person (including the authority holding that information)

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## CARE SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

Minutes of the meeting held at 7.00 pm on 28 June 2016

### **Present:**

Councillor Judi Ellis (Chairman)  
Councillor Pauline Tunncliffe (Vice-Chairman)  
Councillors Ruth Bennett, Kevin Brooks, Mary Cooke,  
Hannah Gray, Catherine Rideout and  
Charles Rideout QPM CVO

Linda Gabriel, Justine Godbeer, Rosalind Luff and Lynn  
Sellwood

### **Also Present:**

Councillor Robert Evans, Portfolio Holder for Care Services  
Councillor Diane Smith, Executive Support Assistant to the Portfolio  
Holder for Care Services

## **5 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS**

Apologies for absence were received from Councillor David Jefferys and  
Councillor Terry Nathan.

## **6 DECLARATIONS OF INTEREST**

There were no declarations of interest.

## **7 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

Nine written questions were received from members of the public and these  
are attached at Appendix A.

## **8 MINUTES OF THE CARE SERVICES PDS COMMITTEE MEETINGS HELD ON 10TH MARCH 2016 AND 11TH MAY 2016**

The minutes were agreed subject to the following amendments to the minutes  
of the meeting held on 10<sup>th</sup> March 2016:

Item 7d: Gateway Review of Sexual Health Services: Resolution:

“RESOLVED that the Council’s Executive be recommended to extend the  
contract for the following services for a period of six months from 1<sup>st</sup> April  
2017 to 30<sup>th</sup> September 2017.”

Item 7e: Gateway Review of Health Visiting and National Child Measurement Programme: Resolution:

“1) Extend the contract with Bromley Healthcare for Health Visiting and National Child Measurement Programme for a period of six months from 1<sup>st</sup> April 2017 to 30<sup>th</sup> September 2017.”

Item 7i: Welfare Benefits Contract Extension: Resolution:

“2) Agree that an integrated benefits advice service be tendered for a period of one year from 1<sup>st</sup> July 2016 to 30<sup>th</sup> June 2017...”

**RESOLVED that the minutes of the meetings held on 10<sup>th</sup> March 2016 and 11<sup>th</sup> May 2016 be agreed, subject to the amendments outlined above.**

## **9 MATTERS ARISING AND WORK PROGRAMME**

### **Report CSD16072**

The Committee considered its work programme for 2016/17, matters arising from previous meetings and Care Services PDS Committee Co-opted Membership appointments for 2016/17.

In considering the work programme for 2016/17, the Chairman requested that updates on extra care housing and temporary accommodation, including the Manorfields and Belle Grove provision and out-of-Borough placements be provided to the next meeting of Care Services PDS Committee.

With regard to the Our Healthier South East London Joint Health Overview and Scrutiny Committee, Councillor Hannah Gray notified Members that she would be standing down as a Local Authority representative to this committee.

**RESOLVED that:**

- 1) The Care Services work programme for 2016/17 and matters arising from previous meetings be noted.**
- 2) The following non-voting Co-opted Members and their alternates be appointed to the Care Services PDS Committee for the 2016/17 municipal year:**

<b>Co-Opted Member</b>	<b>Organisation</b>	<b>Alternate Member</b>
Justine Godbeer	Experts by Experience (X by X)	-
Rosalind Luff	Carers Forum	-
Linda Gabriel	Healthwatch Bromley	Leslie Marks
Lynn Sellwood	Voluntary Sector Strategic Network	-

**10 HOLDING THE PORTFOLIO HOLDER AND EXECUTIVE TO ACCOUNT**

**A) PORTFOLIO HOLDER UPDATE**

With the agreement of the Chairman, the Portfolio Holder for Care Services made a statement to the Committee with regard to the recent Ofsted Inspection of Children's Social Care which is attached at Appendix B.

In response to a query by a Member, the Portfolio Holder for Care Services confirmed that it was expected that additional resources would be identified to deliver the required improvements, but that this was likely to be as a standalone improvement budget rather than within the Care Services Portfolio budget.

**11 PRE-DECISION SCRUTINY OF CARE SERVICES PORTFOLIO REPORTS**

**A) PROVISIONAL BUDGET OUTTURN REPORT 2015/16**

**Report CS17002**

The Care Services Portfolio Holder introduced a report outlining the provisional budget outturn position for the Care Services Portfolio for the 2015/16 financial year. This showed an underspend of £4,350k on controllable expenditure, which was an increase from the last reported figure of an underspend of £3,646k based on activity at the end of December 2015. A number of carry forward requests had been agreed by the Council's Executive at its meeting on 15<sup>th</sup> June 2016, which related to either unspent grant income or delays in expenditure where cost pressures would follow through into 2016/17.

The Portfolio Holder for Care Services reflected on the difficulties experienced following a significant in-year grant reduction of between £900k-£1m for Bromley's Public Health budget for 2015/16, and commended Dr Nada Lemic and her team in managing to balance the Public Health budget during a challenging time.

In considering the report, a Member queried if savings made within the Care Services Portfolio had contributed to the outcome of the recent Ofsted Inspection of Children's Social Care and underlined the need to ensure services were funded at an appropriate level. A Co-opted Member suggested that an impact assessment be routinely undertaken where any savings were proposed. The Portfolio Holder for Care Services emphasised the pressures on the Local Authority to deliver considerable budget savings across all Portfolios, and that the implications of any proposed savings within the Care Services Portfolio were fully scrutinised by Members. The amount of spend across the Care Services Portfolio was often linked to the number of service users and their level of need, and as a result could vary extensively throughout the year.

A Member noted the underspend in staffing in the Assessment and Care Management Division which reflected the continuing difficulties in recruiting qualified social workers across services for both adults and children, and the Chairman highlighted the potential to review the Recruitment and Retention package if it was not sufficient. Another Member underlined the additional cost if the staffing levels were not right within a team, including increased sickness, and suggested that a comparative exercise be undertaken to assess this.

The Vice-Chairman was concerned at the variation between the amount paid in rent by clients leaving care and the amount reclaimable as Housing Benefit. The Head of Education, Care and Health Services Finance confirmed that the costs of leaving care continued to rise and that Housing Benefit levels could only be estimated. There was also a cost associated with the increasing care needs of these clients.

**RESOLVED that the Portfolio Holder be recommended to:**

- 1) Note the underspend of £4,350k on controllable expenditure at the end of 2015/16 and any issues arising from it;**
- 2) Note a number of carry forward requests agreed at the meeting of the Council's Executive on 15<sup>th</sup> June 2016; and,**
- 3) Approve the provisional budget outturn for the Care Services Portfolio for 2015/16.**

**B) CARE SERVICES PORTFOLIO BUDGET MONITORING  
2016/2017**

**Report CS17003**

The Care Services Portfolio Holder introduced a report setting out the budget monitoring position for the Care Services Portfolio based on expenditure to the end of May 2016.

The controllable budget was forecast to be in an overspend position of £3,333k following overspends across a number of services including Adult Social Care, Temporary Accommodation (Bed and Breakfast), Children's Social Care and Commissioning which was due to a number of reasons including higher than expected demand for services and the need for further efficiency savings to be identified.

Members were advised that on 15<sup>th</sup> June 2016, the Council's Executive approved a number of carry forward requests for funding to be transferred into contingency for 2016/17. These carry forward requests which totalled £861k related to either unspent grant income or delays in expenditure where cost pressures would follow through into 2016/17.



In considering the report, the Chairman was concerned at the increasing demand for Temporary Accommodation (Bed and Breakfast) and how this impacted on individuals. A Member also noted the result of the recent EU Referendum and highlighted the need for contingency plans to be put in place. The Head of Education, Care and Health Services Finance confirmed that implications of the EU Referendum result would be factored into the Care Services Portfolio budget as they were identified.

The Portfolio Holder for Care Services advised Members that a full range of Care Services provision continued to be delivered but that gateways had been strengthened to ensure that the available support was provided to those most in need. Significant savings had been realised through commissioning services in previous years, however the majority of the most substantial savings had now been realised and further savings from this area would be more limited.

**RESOLVED that the Portfolio Holder be recommended to:**

- 1) Note the latest projected overspend of £3,333k forecast on the controllable budget, based on information as at May 2016;**
- 2) Note the full year effect of cost pressures of £4,241k for the Care Services Portfolio budget for 2016/17;**
- 3) Agree the release of carry forward amounts held in contingency relating to Adult Social Care Invest to Save schemes, Integration Funding – Better Care Fund, Better Care Fund and Adoption Reform Grant; and,**
- 4) Approve the Care Services Portfolio Budget Monitoring Report 2016/17.**

**C) FOSTERING ANNUAL REPORT 2015/16**

**Report CS17009**

The Care Services Portfolio Holder introduced a report presenting the Foster Service Annual Report 2015/16 which was required to be produced by the fostering agency on an annual basis under the Fostering National Minimum Standards 2011.

The Fostering Service primarily worked to identify and support stable placements for children and young people looked after for whom foster care was the identified plan. As at 31<sup>st</sup> March 2016, there were 281 Bromley children looked after, 174 of whom were placed with foster carers approved and supported by Bromley and 31 with independent fostering agencies. The remaining children looked after were placed in residential units, residential schools, supported lodgings or in semi-independent accommodation. The total number of fostering households approved by Bromley as at 31<sup>st</sup> March 2016 was 123, which was a decrease of 11 households from the previous

year. A review of foster carer allowances had been undertaken in 2015/16 to identify possible savings, following which the recommended Department for Education weekly maintenance allowance had been adopted.

Priorities for the 2016/17 financial year included continuing to work to recruit and retain high quality foster carers to ensure that sufficient local placements were available to meet the needs of Bromley children looked after. This would include work with internal and external stakeholders to improve practice and opportunities for foster carers to be actively involved in foster carer recruitment.

In response to a question from a Member, the Head of Social Care: Care and Resources confirmed that Bromley worked to recruit foster carers across a distance of up to 20 miles away from the Borough. There continued to be difficulty in securing independent foster carer placements due to the high number of unaccompanied child asylum seekers in Kent and the South East, and there had recently been recruitment drives for areas of particular shortage, including foster carers for adolescents.

Members were concerned at the disparity between the number of foster carers recruited against the number of initial enquiries, and further information on the assessment process would be provided to Members following the meeting. A Co-opted Member suggested that former foster carers be approached to return to the role, and the Committee recommended that this should be included as an element of future recruitment drives. The Head of Social Care: Care and Resources explained that records of former foster carers could only be held for three years, but that the potential to recruit former foster carers would be further explored. Another Member suggested that the Local Authority advertise in Jobcentres for prospective foster carers.

The Vice-Chairman underlined the importance of providing the right level of support to foster carers in engaging young people in their care who were not in education, employment or training (NEET). The Head of Social Care: Care and Resources reported that the Executive Working Party on Child Safeguarding and Corporate Parenting had established a Task and Finish Group to look at the support provided to foster carers of children with complex needs or challenging behaviour and that an update would be provided to the meeting of Care Services PDS Committee on 15<sup>th</sup> November 2016.

**RESOLVED that the Portfolio Holder be recommended to endorse the Fostering Service Annual Report 2015/16.**

#### **D) ADOPTION ANNUAL REPORT 2015/16**

##### **Report CS17010**

The Care Services Portfolio Holder introduced a report presenting the Adoption Service Annual Report 2016/17 which was required to be produced by the adoption agency on an annual basis under the National Minimum Standards 2014.

The Adoption Service was responsible for all adoption work undertaken by the Local Authority, supporting domestic, inter-country and step-parent adoption, birth parent counselling, post-placement and post-adoption support and a range of intermediary services. Of a total of 33 children with an adoption plan and awaiting an adoption placement during 2015/16, 16 children were matched with an adoptive family, 2 children had their adoption plan rescinded and 14 children were actively being found an adoption placement as at 31<sup>st</sup> March 2016. A total of 17 adoptive units were approved during 2015/16, with 13 adoptive units left in the pool of approved adopters as at 31<sup>st</sup> March 2016.

Priorities for the 2016/17 financial year included working with South London Consortium local authorities regarding the ongoing development of regionalisation, to implement 'foster to adopt' and to develop an adoption website. Work would be undertaken to develop processes and procedures to meet post-adoption support needs and make applications to the Adoption Support Fund, which would continue to be available to all children adopted and their families across England who were in need of therapeutic services for at least the next four years. It was proposed that a report be presented to the Executive Working Party on Child Safeguarding and Corporate Parenting every six months in addition to the annual report to the Care Services PDS Committee to meet Standard 25.6 of the National Minimum Standards 2011 which required the Adoption Agency to produce a six monthly report on adoption activity to the Agency Executive.

In response to a query from a Member around the length of time children waited between entering care and moving in with their adoptive families, the Interim Director of Children's Services confirmed that the issue of pace of the adoption process had been highlighted in the recent Ofsted Inspection of Children's Social Care. A range of measures would be introduced to improve pace, but the levels of adoption had also been impacted by a significant increase in Special Guardianship Orders and Connected Persons. The Local Authority would continue to work as part of the South London Consortium which increased the choice of adoptive families available for children and also supported joined-up working and a shared recruitment process.

The Chairman requested that work to undertake parallel assessment between the Foster Care and Adoption teams for children entering the care system be reported to the meeting of Care Services PDS Committee on 15<sup>th</sup> November 2016. It was also requested that information around the assessment process for Special Guardianship Orders and Connected Persons be provided to Members following the meeting.

**RESOLVED that the Portfolio Holder be recommended to endorse the Adoption Service Annual Report 2015/16.**

**E) CONTRACT EXTENSION FOR CALL MONITORING FUNCTION OF CARELINK**

**Report CS17017**

The Care Services Portfolio Holder introduced a report requesting approval to extend the call monitoring contract for CareLink (community alarm and

telecare service) for a period of 6 months from 1<sup>st</sup> October 2016 to 31<sup>st</sup> March 2017 to facilitate the market testing of the service.

As a community alarm and telecare service, CareLink supported approximately 1700 Bromley service users to live more independently and with the ability to call for assistance if required. The current service was managed through separate contracts for supply and installation of equipment and call monitoring/handling of the alarms, as well as an in-house mobile response service. The Local Authority was market testing for an end-to-end managed service for one provider (or lead provider if a consortium) to deliver an holistic service covering all elements of service provision with the new contract expected to be in place for early 2017.

To facilitate the market testing process of the service it was requested to extend the existing call handling contract with Centra Pulse for a further period of six months from 1<sup>st</sup> October 2016 to 31<sup>st</sup> March 2017, with a one month break clause. The existing contract with Centra Pulse was priced at a monthly rate of £1.73 per client.

**RESOLVED that the Portfolio Holder be recommended to agree the extension of the call monitoring contract for CareLink (community alarm and telecare services) for a period of six months from 1<sup>st</sup> October 2016 to 31<sup>st</sup> March 2017.**

**F) AUTHORISATION FOR EXEMPTION TO CONTINUE THE CONTRACT FOR SUPPORT SERVICES TO CHILDREN AT RISK OF SEXUAL EXPLOITATION**

**Report CS17020**

The Care Services Portfolio Holder introduced a report seeking permission for an exemption from competitive tendering to extend the existing contact for support services to children at risk of sexual exploitation which was due to expire on 30<sup>th</sup> June 2016 for a further nine month period.

A contract was currently held with a provider to deliver a specialist programme of support to divert young people identified as being at risk of sexual exploitation by undertaking engagement and reducing risk taking behaviour. The existing contract, which had been held by the same provider since 2012/13, allowed for up to twelve young people to be supported at any one time through one-to-one counselling, drop-in sessions and group work. The provider also delivered training sessions to Bromley social workers as well as attending social work panel meetings. The existing contract was due to expire on 30<sup>th</sup> June 2016 and the retendering process had commenced in early 2016 following which an evaluation process of the submitted tenders was undertaken. During this period, there had been an Ofsted Inspection of Children's Social Care services and initial feedback suggested that the current service specification might be insufficient to meet a wider range of identified service user needs. To allow a review of the service specification to be undertaken it was proposed to continue with the existing provision and

provider for a further period of nine months with an increase in capacity to accommodate a waiting list of six children and the continuation of planned training sessions for practitioners, via an exemption to competitive tendering, until a new contract could be put in place.

In response to a question from a Member, the Interim Director of Children's Services confirmed that the service specification would be reviewed to ensure that appropriate support was in place for three particularly vulnerable cohorts identified in the Ofsted Inspection report, which comprised children at risk of sexual exploitation, missing children and children involved in gangs. Work had already begun to identify the services required by these children, as well as the potential for more joined-up and partner working. Whilst the specification for the service was under review, it was proposed to continue with the existing provision as the provider was meeting the requirements of the current contract and the Local Authority recognised the value that this service had for the children receiving support.

The Interim Director of Children's Services reported that Bromley was working with other local authorities to identify examples of best practice in this area. A progress report on developing the revised service specification would be reported to a future meeting of Care Services PDS Committee, and further information regarding the number of children and young people supported through the scheme on an annual basis would be provided to Members following the meeting.

**RESOLVED that the Portfolio Holder be recommended to approve a further award of contract to the existing provider via an exemption to competitive tendering for a nine month period from 1<sup>st</sup> July 2016 to 31<sup>st</sup> March 2017, during which the contract will be retendered based on a revised specification.**

## **G) WELFARE BENEFITS ADVICE SERVICES**

### **Report CS16027**

The Portfolio Holder presented a report outlining three welfare benefits advice contracts from the voluntary sector commissioned by the Local Authority for which a three month contract extension to 30<sup>th</sup> June 2016 had been agreed to allow providers time to prepare for forthcoming changes and for commissioners to retender the service as a single contract. Significant Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) issues had since arisen which had impacted on the funding required to be able to contract for a reduced service for a further year, and it was requested that the existing contracts with Age UK Bromley & Greenwich, Bromley Mencap and Broadway be extended for a further nine month period to 31<sup>st</sup> March 2017, following which a reduced welfare benefits advice service would be included in the wider retendering of voluntary sector support services. This proposal would allow for the future merging of any services required under one contract, allowing savings to be achieved in 2017/18 as

part of the wider corporate savings and setting of an overall Council budget, and reduce the level of contract monitoring required.

In response to a question from a Co-opted Member, the Portfolio Holder for Care Services confirmed that it was proposed that these specialist advice services be included in the wider retendering of voluntary sector support services to deliver them in a more effective way, and that specialist welfare benefits advice support would still be available to Bromley residents.

**RESOLVED that the Portfolio Holder be recommended to:**

- 1) Agree to the proposed extension of the three existing welfare benefits advice contracts for a period of nine months from 1<sup>st</sup> July 2016 to 31<sup>st</sup> March 2017 under Contract Procurement Rule 3.7; and,**
- 2) Agree that future specialist welfare advice can be included in the retendering of voluntary sector support services.**

**H) UPDATE ON REPLACEMENT OF HOUSING INFORMATION SYSTEMS**

**Report CS17007**

The Care Services Portfolio Holder introduced a report providing an update on progress towards replacing the information systems used by the Housing Division.

The Housing Division used two information systems to support its business. These comprised Home Connections which offered Choice based lettings functionality, and the Northgate Housing System which provided a range of services including an online housing application form, a case management service for housing advice, homeless cases and rent accounts, and a document management system, as well as supporting statutory reporting functions.

Following consideration of a Gateway Review of Housing Information Systems in January 2015, Members had agreed to fund the procurement of a new information system which would meet the current and future statutory requirements of the Housing Division. An initial tendering exercise had been undertaken which had not been successful in attracting bids. Following this, a range of alternative procurement options had been explored. Having considered supplier feedback, the fact that this was a one-off capital project and reviewed the evaluation options available, it was proposed that the option for a mini-competition using the CCS RM1059 Framework be progressed, with additional scoring criteria and weightings aligned to the cost weighting. To maximise the chances of success of the tendering process, the Project Team had shortened and simplified the requirements document, and had built up relationships with suppliers. It was also planned to send out the tender during Summer 2016 when suppliers were less likely to be busy, give an eight

week period for the production and submission of bids and make it clear to suppliers that joint bids could be made.

The Assistant Director: Housing Needs advised Members that Bromley had explored potential joint working but that this had not fitted with the recommissioning timescales or service needs of other local authorities. It was planned to take a phased approach to moving to the new system which would include a short period of parallel running with the existing systems, and break clauses were in place to end the maintenance contracts for the existing systems when the new system had been introduced.

**RESOLVED that the Council's Executive be recommended to agree the Project Team re-tender on the Crown Commercial Services (CCS) RM1059 Framework.**

**I) GATEWAY REPORT FOR LEARNING DISABILITY SUPPORT LIVING SCHEMES**

**Report CS17016**

The Care Services Portfolio Holder introduced a report outlining a gateway review undertaken on four learning disability (LD) supported living schemes with contracts due to terminate in Spring/Summer 2017 which had a combined expenditure of £1.126m. The schemes collectively accommodated 20 people with various learning and physical disabilities, including some with mental health issues. The co-termination of schemes provided an opportunity for these schemes to be grouped together, which was expected to realise a range of benefits including lower bids resulting from economies of scale, more efficient use of resources, tenders that were more attractive for providers, and for specialist expertise to be shared across schemes.

The four schemes, comprising 109 Masons Hill, 111 Masons Hill, 18/19 Century Way and Dunstonian Court, had been commissioned during the past six years to provide care and support services for adults with learning and physical disabilities within supported living services, which aimed to maximise the independence of clients and support them to participate in activities within the community. The schemes had a high occupancy rate, with three of the schemes experiencing no voids since being first commissioned and the fourth filling the small number of voids reasonably quickly, and the projection of supply and demand indicated that these schemes would be required for the foreseeable future. It was proposed that the four schemes be progressed as a single tender for a period of three years with an option to extend for a maximum of two years to commence on 1<sup>st</sup> July 2017.

In considering the report, Members discussed the 60% price, 40% quality criteria for the tender specification which was standard across all Local Authority contracts, and suggested that Members might want to review this going forward. The Business and Planning Manager (ECHS) confirmed that robust quality assurance measures were in place to ensure that the standard of provision was maintained. A recent analysis of a limited number of

contracts under a 40% price, 60% quality criteria had shown that there would have been a different outcome from the tender process in some cases.

**RESOLVED that the Council's Executive be recommended to:**

- 1) Agree to group the four schemes for tendering in order to drive the best possible quality/pricing;**
- 2) Agree an exemption to enable the extension of the 109 Masons Hill scheme for 10 weeks from 23<sup>rd</sup> April 2017 to 30<sup>th</sup> June 2017 with a value of approximately £60,684, and co-termination with the 111 Masons Hill scheme; and,**
- 3) Approve the commencement of the procurement procedure to enable award in accordance with the Council's financial and contractual requirements.**

**J) DEPRIVATION OF LIBERTIES SAFEGUARDS - PROPOSAL FOR FUTURE SERVICE DELIVERY**

**Report CS17006**

The Care Services Portfolio Holder provided an update on service activity following a Supreme Court judgement made in 2014 relating to Deprivation of Liberty Safeguards and to the deprivation of liberty of individuals. The report also outlined the existing procurement arrangements under a service agreement to spot-purchase these assessments and recommended a framework for procurement of specialist assessments be established.

The Deprivation of Liberty Safeguards (DoLS) was introduced as an amendment to the Mental Capacity Act in April 2009, which aimed to prevent decision making which deprived people of their liberty unless properly authorised. The safeguards covered people, regardless of the funding source, in registered care or nursing homes and in hospitals who had a mental disorder and who lacked the capacity to consent to the care provided, where that care might include the need to deprive them of their liberty. It did not apply to people detained under the Mental Health Act 1983. Hospitals and care homes were the 'managing authorities' and under the Act were responsible for identifying when a deprivation of liberty was occurring within their own service provision and for making referrals to the designated 'supervisory body', which was the Local Authority for both health and social care.

Between 1<sup>st</sup> April 2015 to 31<sup>st</sup> March 2016, 1,280 Deprivation of Liberty Safeguard applications were received by the Local Authority and of those that had resulted in an assessment, 991 had been granted, 73 had not been granted and 8 had been withdrawn. Whilst the current service, delivered by a small central team, was operating well and was compliant with financial and HMRC regulations, the market provision for Deprivation of Liberty Safeguards was changing and the number of assessments required was clearer which



made it an optimum time to consider other delivery models. Three models had been explored as part of the review and it was proposed to progress Option Two which would enable efficiencies to be made on the current arrangements by setting up a Framework to call-off Best Interest Assessors and Section 12 Doctors, with options for annual review and adjustments depending on the requirements of the Deprivation of Liberty Safeguards service.

**RESOLVED that the Council's Executive be recommended to:**

- 1) Agree that the future model for the service should be Option 2 which was to employ external Best Interest Assessors and Section 12 Doctors via 'Lots' on a Framework established for four years; and,**
- 2) Delegate authority to the Assistant Director: Adult Social Care (ECHS) in consultation with the Portfolio Holder for Care Services to make any subsequent appointments of suitably qualified providers to the framework if there were insufficient providers on the framework following the annual review.**

**K) GATEWAY REVIEW - PROCUREMENT FOR A SEXUAL HEALTH EARLY INTERVENTION SERVICE**

**Report CS17018**

The Portfolio Holder presented a report outlining a gateway review undertaken of a range of community contraceptive and sexual health services which were currently delivered via a joint block contract with the Bromley Clinical Commissioning Group which would end on 30<sup>th</sup> September 2017, and seeking approval to re-procure a Sexual Health Early Intervention Service to commence on 1<sup>st</sup> October 2017.

The Local Authority had a statutory obligation to commission comprehensive, open access and free sexual health services, including Sexually Transmitted Infection (STI) testing and treatment, partner notification and contraception provision. To meet these obligations, the Local Authority commissioned a range of sexual health services from different providers in different settings. The block contract the Local Authority had with Bromley Healthcare for Contraception and Community Sexual Health Service would end on 30<sup>th</sup> September 2017 after which services would have to be re-tendered in accordance with the Local Authority's contract procedure rules.

In considering proposed future commissioning arrangements for these services, two options had been explored and it was recommended that Option 2 be progressed as this would restructure existing services and build in extra capacity within the existing budget, as well as allow a level of integration which would support a wider and more sustainable prevention programme to empower individuals to take responsibility of their own health and wellbeing. It would also enable the Local Authority to meet its statutory obligations.

Under this option, the local school-based Sex and Relationships Education programme which was not a statutory function would be decommissioned allowing schools to develop their own more 'issue specific' programmes as part of the Personal, Health and Social Education curriculums and realising a potential saving of £60k per annum.

In response to a question from the Chairman, the Assistant Director: Public Health confirmed that the online STI testing service was restricted to people aged over 25 years who were identified as being in an 'at risk' group and that eligibility was assessed via a questionnaire to ensure the kits were provided to those who were most in need. The programme was subject to stringent information governance criteria to protect client confidentiality and regular tests were undertaken to ensure security remained robust.

A Co-opted Member was concerned at the abortion rate in the Borough. The Assistant Director: Public Health advised that work to promote the use of Long Acting Reversible Contraception was ongoing, and that options for contraception were discussed with women following abortion.

**RESOLVED that the Council's Executive be recommended to:**

- 1) Approve Option 2 as the commissioning approach for a Sexual Health Early Intervention Service;**
- 2) Consider the investment from the existing budget of £30k per annum for the online Sexually Transmitted Infection (STI) testing service; and,**
- 3) Note the recurring saving of £60k from decommissioning the Sex and Relationships Education (SRE) programme and that the saving would contribute towards the reduction of grant.**

**L) COMMISSIONING STRATEGY - HEALTH VISITING AND FAMILY NURSE PARTNERSHIP**

**Report CS17019**

The Care Services Portfolio Holder introduced a report outlining proposed commissioning arrangements for the Health Visiting Service and the Family Nurse Partnership from 1<sup>st</sup> October 2017. The report also set out work being undertaken by Officers to explore options around integrating these services with the Early Intervention and Family Support service and requesting that this work be continued as a priority to ensure that services were run as efficiently and effectively as possible.

The Health Visiting Service was a universal service from pregnancy to five years which undertook five mandated reviews, referred families to additional support where appropriate, and had a key safeguarding role which included providing long term support to vulnerable families. The responsibility for commissioning the Health Visiting service, which had an annual budget of

£3,454k, had been transferred to the Local Authority in October 2015, and was delivered by Bromley Healthcare via a joint block contract with the Bromley Clinical Commissioning Group which would end on 30<sup>th</sup> September 2017.

The Family Nurse Partnership was a small team of four family nurses and a full-time coordinator that provided intensive support to up to 50 vulnerable young mothers in each of Bromley and Bexley, and had demonstrated a number of beneficial outcomes, including in the performance of Public Health Outcome Indicators on the rate of under 18 years conceptions, with the proportion of teenage mothers in Bromley significantly lower than the England average. This service, which had an annual budget of £180k, was a non-mandated service and was currently delivered by Bromley Healthcare through a joint block contract with the London Borough of Bexley which would end on 31<sup>st</sup> March 2017.

In considering proposed future commissioning arrangements for these services, two options had been explored and it was recommended that Option 1 be progressed which proposed to tender for reconfigured Health Visiting and Family Nurse Partnership services as a single contract which would focus on the mandated parts of the service and identify savings by delivering the service in a more efficient way, and that Officers continue to consider how an integrated service would best work to realise maximum efficiencies in the longer term.

**RESOLVED that the Council's Executive be recommended to:**

- 1) Agree the extension of the contract with Bromley Healthcare for the provision of the Family Nurse Partnership service for a period of six months from 1<sup>st</sup> April 2017 to 30<sup>th</sup> September 2017 at an estimated cost of £90k in order to align with the Health Visiting Service;**
- 2) Agree the Local Authority tenders the Health Visiting and Family Nurse Partnership services as a single contract for a period of three years from 1<sup>st</sup> October 2017 to 30<sup>th</sup> September 2020 at an estimated cost of £10,902k; and,**
- 3) Note the work being undertaken by Officers to identify future opportunities around integrating these services with the Early Intervention and Family Support service and agree that this work be continued as a priority to ensure that services are run as efficiently and effectively as possible.**

**M) PROCUREMENT STRATEGY - NATIONAL CHILD MEASUREMENT PROGRAMME**

**Report CS17021**

The Care Services Portfolio Holder introduced a report outlining the proposed procurement strategy for the National Child Measurement Programme, which was currently delivered via a joint block contract with the Bromley Clinical

Commissioning Group which would end on 30<sup>th</sup> September 2017, and seeking approval to procure a new contract to start on 1<sup>st</sup> October 2017 with an estimated contract value of £120k per annum.

The National Child Measurement Programme was a mandated programme measuring height and weight in Reception year and Year 6 in all children in Bromley in maintained schools and academies. The aim was to measure at least 85% of children in maintained schools and academies, with 91% of children measured in Bromley in 2015.

In considering the proposed future procurement strategy for the National Child Measurement Programme, three options had been explored and it was recommended that Option 3 be progressed which proposed to procure the National Child Measurement Programme as a standalone service. As there were no other commissioned Public Health services in schools from April 2017, there were also no obvious services to jointly tender the National Child Measurement Programme with.

**RESOLVED that the Portfolio Holder be recommended to:**

- 1) Agree to procure the contract for the National Child Measurement Programme starting 1<sup>st</sup> October 2017; and,**
- 2) Agree Option 3 which proposed to procure the National Child Measurement Programme as a standalone service as the best option for procurement.**

## **12 POLICY DEVELOPMENT AND OTHER ITEMS**

### **A) SOCIAL CARE INNOVATIONS GRANT UPDATE ON OUTCOMES**

#### **Report CS17008**

The Committee considered a report providing an update on outcomes from a time-limited project funded through the Social Care Innovations Grant which had been designed to develop a programme of innovation in connection with assessments for short breaks which would be linked to Education, Health and Care Plans for children and young people with disabilities, and reporting on further work being undertaken with a view to testing identified outcomes prior to implementation in September 2016. The initial funding period for the project ceased in March 2016.

The Social Care Innovation Fund (SCIF) was a national programme funded by the Department for Education and led by the Council for Disabled Children. The Local Authority had been successful in securing funding of £100k to develop and test innovative solutions to the assessment procedure and the processes by which families received social care services from the statutory sector, with the aim of engaging parents, carers, young people and professionals to develop a seamless and innovative process which delivered

improved outcomes for all involved whilst offering value for money. The project was designed to explore a new approach to proportionate assessment for children and young people as they entered the statutory system and to understand the opportunities for streamlining links to other existing assessment processes, particularly Education, Health and Care plans, to direct resources to support those children and families in most need.

The project had been undertaken in three initial phases which had been completed in March 2016. Outcomes from the project had so far included the development of an online assessment tool for parents and carers to request low level short breaks, an increase in contracts managed by self-assessment, and a range of other identified service improvements which would require further testing and consideration around how to embed. The final phase of the project was to review the outcomes from this process and refine and build a pilot programme, for which further funding of £25k had been identified. As part of this, Bromley's Local Offer would need to be updated to ensure that relevant services within the community were recorded, and a separate piece of work was underway to identify short break provision in neighbouring boroughs to enable alternate signposting opportunities.

The Interim Director of Children's Services confirmed that an update on the pilot programme would be provided to a future meeting of the committee, and that mapping information on short break provision in neighbouring boroughs would be provided to Members following the meeting.

**RESOLVED that the update be noted.**

**B) BROMLEY COMMUNITY WELLBEING SERVICE FOR  
CHILDREN AND YOUNG PEOPLE - ANNUAL REVIEW**

**Report CS17014**

The Committee considered a report outlining the performance of the Bromley Community Wellbeing Service for children and young people in the first year of the three year contract period which was awarded to Bromley Y for a period of three years from 1<sup>st</sup> December 2014 to 30<sup>th</sup> November 2017, and how performance data was being used to identify and address potential gaps in the system.

The Bromley Community Wellbeing Service had been developed in consultation with all stakeholders to ensure that the emotional and mental wellbeing needs of children and young people aged up to 18 years, and up to 25 years for young people subject to an Education, Care and Health Plan, were met at the earliest opportunity, with information on the service available via a wide range of stakeholders including GPs and schools who were able to make referrals to the service.

Between 1<sup>st</sup> December 2014, and 31<sup>st</sup> March 2016 there had been 3,416 referrals to the service, 28% of which were within the highest range as measured by the Strengths and Difficulties Questionnaire. Those accepted for treatment were being offered short term interventions, and good outcomes were being realised with 79% of young people reducing their difficulties score

on the Strengths and Difficulties Questionnaire following treatment. Positive outcomes from the service included young people returning to full-time education, reductions in self-harming behaviours and improved family relationships. Concerns had been identified regarding delays in referrals to CAMHs and the Bromley Clinical Commissioning Group was working to address this issue. Other gaps in the service had also been identified and additional provision had been put in place for the diagnosis of individuals with Autistic Spectrum Disorder and Attention Deficit Hyperactivity Disorder, and specialist support in schools.

In response to a question from a Member, the Commissioning Manager (ECHS) confirmed that the Bromley Community Wellbeing service was advertised by a number of key partners including GPs, the Youth Offending Service and schools, but that the service also had a website and young people or their parents and carers could self-refer. The Chairman was pleased to note the introduction of a specialist eating disorder service which was delivered by the South London and Maudsley NHS Trust, an international leader in this area which was also working in three Bromley schools where pupils were identified as being most at risk of eating disorders.

The Portfolio Holder for Care Services advised Members that the Local Authority would continue to work with the Bromley Clinical Commissioning Group to increase capacity for the Child and Adolescent Mental Health Service, and the planned introduction of Tier 2.5 would ensure children and young people with a medium level of need were referred to appropriate specialist support in a timely manner.

**RESOLVED that the report be noted.**

**13            QUESTIONS ON THE CARE SERVICES PDS INFORMATION BRIEFING**

The Care Services PDS Information Briefing comprised three reports:

- Care Services Portfolio Plan Priorities Update
- Virtual School Annual Report 2015/16
- Contract Activity 2016

**RESOLVED that the Information Briefing be noted.**

**14            LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006 AND THE FREEDOM OF INFORMATION ACT 2000**

**RESOLVED that the Press and public be excluded during consideration of the items of business listed below as it was likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.**

**15 EXEMPT MINUTES OF THE CARE SERVICES PDS  
COMMITTEE MEETING HELD ON 10TH MARCH 2016**

**RESOLVED** that the exempt minutes of the Care Services PDS Committee meeting held on 10<sup>th</sup> March 2016 be agreed.

**16 PRE-DECISION SCRUTINY OF EXEMPT (PART 2) REPORTS  
TO THE CARE SERVICES PORTFOLIO AND THE COUNCIL'S  
EXECUTIVE**

**A) AUTHORISATION FOR EXEMPTION TO CONTINUE THE  
CONTRACT FOR SUPPORT SERVICES TO CHILDREN AT  
RISK OF SEXUAL EXPLOITATION EXEMPT (PART 2)  
INFORMATION**

The Committee noted the Part 2 (Exempt) information relating to the report on Authorisation for Exemption to Continue the Contract for Support Services to Children at Risk of Sexual Exploitation.

**B) FORMAL CONSULTATION ON OUTLINE SERVICE  
PROPOSALS AND PROCUREMENT STRATEGY - NURSING  
CARE BEDS**

The Committee considered the report and supported the recommendations.

**C) FORMAL CONSULTATION ON OUTLINE SERVICE  
PROPOSALS AND PROCUREMENT STRATEGY -  
DOMICILIARY CARE SERVICES**

The Committee considered the report and supported the recommendations.

The Chairman requested that it be noted in the Part 1 (Public) minutes that the Local Authority commissioned 30, 45 and 60 minute Domiciliary Care visits, and that 15 minute visits were not commissioned for any reason. Service users with personal budgets could choose to fund 15 minute visits if it met their individual care needs.

The Meeting ended at 9.38 pm

Chairman

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**CARE SERVICES PDS COMMITTEE**  
**28<sup>th</sup> June 2016**

**WRITTEN QUESTIONS TO THE CHAIRMAN, CARE SERVICES PDS  
 COMMITTEE**

**Written Questions to the Chairman, Care Services PDS Committee received  
 from Mr Bob Thatcher**

1. Manorfields Boiler Costs – The breakdown provided in the response to the question on 10<sup>th</sup> March 2016 suggests that the cost of boilers and the Control box, compared to the market prices, are wildly excessive.

Has the Care Services PDS Committee:

- a) Challenged these costs or are they planning to do; and,
- b) Would the existing process allow a contractor to 'rig' the pricing?

***Reply:***

- a) The tendering process was carried out by a company appointed by Orchard and Shipman. There were three quotes for the replacement of the boiler and the lowest was accepted and the winning bid was some £29k below the budgeted sum of £95K.

Internal Audit are still in the process of reviewing all available documentation in order to establish that value for money was achieved.

- b) Full assurance cannot be given that the process would not allow the price to be 'rigged'. The role of tendering for the work and overseeing that it was carried out to the specification requested by Orchard and Shipman and their appointed contractors. Bromley had no direct control over how companies were selected for different elements of the works, though it is apparent that three companies were asked to tender for the boiler replacement works. The three companies appear to be independent of one another and the cheapest tender was awarded the work. It is also noted that the company awarded the tender is included on the Council's list of approved providers.
2. Manorfields Front Wall – Will the Care Services PDS Committee agree to build up the front wall by bricks or preferably a waist height wooden fence to:
- a) Stop the problem of lights shining in houses opposite in Avalon Road; and,
  - b) Deter hostel residents from sitting on the front wall?

***Reply:***

Manorfields is a multi-unit temporary accommodation.

It has been agreed that alterations will be made to increase the height of the wall; options are being considered such as using secure planters and plants/flowers. The Council is keen to ensure that any proposed solution is in keeping aesthetically with the local area.

## WRITTEN QUESTIONS TO THE CARE SERVICES PORTFOLIO HOLDER

### Written Question to the Care Services Portfolio Holder received from Mr Bob Thatcher

1. Manorfields littering – the local residents thank the management team for responding to their complaints when littering has occurred but can the hostel management be more pro-active in preventing this? The fence mentioned in the point above would help mitigate some of this but the bus stop has also become a litter area.

#### **Reply:**

Manorfields is a multi-unit temporary accommodation.

Orchard and Shipman have confirmed:

The accommodation rules are displayed on notice boards throughout the building and provided to all residents at the start of their tenancy. Orchard and Shipman have advised that residents are reminded of the importance of disposing of litter appropriately; this is detailed within the newsletters distributed to residents and is verbally reiterated as required.

The maintenance supervisor completes daily checks of the accommodation and area immediately surrounding it in order to remove any litter.

It must be highlighted that without supporting evidence, litter found on the public highway or bus stop cannot automatically be attributed to Manorfields residents.

If a complaint is received Orchard and Shipman will investigate this to the best of their ability and act accordingly in the form of conversation with the particular tenant in question where known, followed by warning letters should it require escalation. We welcome notification of any incidents as they occur in order to ensure that they can be tackled quickly and robustly.

### Written Questions to the Care Services Portfolio Holder received from Ms Chris Pecover

1. Generally - Papers for the March meeting refer to a significant discrepancy of accounts between Orchard and Shipman and Bromley Council.

Please confirm the current level of the discrepancy, by how much this has increased or decreased over the last 3 months and the action plan to correct this unacceptable situation.

#### **Reply:**

Having reviewed the Papers from PDS on the 10<sup>th</sup> of March there is no evidence to support the statement that there is a discrepancy between the two accounts.

2. Manorfields Drainage or Sewerage Problem – most mornings there is a ‘sludge gulper’ parked up by Leeds Close and the smell is horrendous.

Is there a problem with the drains or sewage at Manorfields and if so, what can be done about it, please?

**Reply:**

Orchard and Shipman have confirmed:

There are no ongoing problems with drainage at Manorfields. As the accommodation had been largely empty for a significant period of time prior to occupation, works which lasted approximately 4 days were required to ensure the drains were cleared and able to meet the operational needs of the accommodation. Orchard and Shipman apologise for any inconvenience caused to local residents.

3. Residents of Manorfields suggest a) the environment is noisy, b) it is difficult to get to sleep c) they are often woken up by babies crying or people shouting and d) there are not enough bathrooms so they are not available when needed.

How is the management addressing these issues?

**Reply:**

Orchard and Shipman have confirmed:

a-c) That they have only received 1 x formal complaint from a resident in respect of noise. This was tackled immediately with the residents involved and there have been no further complaints.

Orchard and Shipman and the out of hours security staff ensure that any inappropriate gatherings of residents are dispersed in order to minimise noise nuisance and ensure that they engage with residents to keep noise levels at an appropriate level. Any residents found to be causing a nuisance are issued with a formal warning and will be asked to leave the accommodation if their behaviour does not improve.

As a number of residents have young children it is the case that they will sometimes cry. Whilst it is possible to hear this between rooms, Orchard and Shipman dispute that this differs greatly to the degree of noise that would travel between flats/maisonettes etc. In addition to utilising their rooms residents are also able to access the communal areas within the accommodation as required.

Orchard and Shipman have not received any formal complaints regarding a lack of available bathrooms.

The Council would like to confirm:

d) The number of bathrooms within the accommodation is compliant with the requirements set out in the planning regulations for the occupancy levels within this accommodation.

**Written Questions to the Care Services Portfolio Holder received from Mr Bill Miler**

1. Please confirm the current occupancy levels of Manorfields – is it now running at full capacity?

***Reply:***

Yes, it is at full occupancy

2. Please confirm how many out of Borough request have been made to Bromley for accommodation at Manorfields and how many have been granted.

***Reply:***

Temporary accommodation placements, for this or any location, are not allocated based upon customer request or self-referral. All placements are made via the Council's Housing Needs service. Manorfields is not available for placement requests by other local authorities. As such there have not been any out of Borough requests for Manorfields.

3. Please confirm whether any incidents of anti-social behaviour at Manorfields or crime in the immediate have been reported to the management or to the police and what learnings from these have been used to improve the welfare of the residents of the hostel.

***Reply:***

Orchard and Shipman confirm:

There have been no incidents that have required police intervention.

Residents are advised of the accommodation rules at the start of their residency and are notified of the repercussions of failing to adhere to these rules. Orchard and Shipman maintain close management of the site and are quick to intervene in order to prevent any potential issues from developing. This is done by way of clear verbal engagement with residents and is followed up formally in writing as required.

**CARE SERVICES PDS COMMITTEE**  
**28<sup>th</sup> June 2016**

**STATEMENT BY THE PORTFOLIO HOLDER FOR CARE SERVICES**

In a three week period from April 11<sup>th</sup> our Children Services (not Education) were inspected by OFSTED under their new inspection regime. The report was published yesterday.

In all areas of reporting (1) Children who need help and protection (2) Children Looked After and achieving permanence – including sub sections (a) Adoption Performance & (b) Experiences and progress of care leavers and (3) Leadership, management & governance. We were judged as ‘Inadequate’ which is the bottom category of four.

The result was obviously very disappointing and really quite surprising – and there were some points that we felt were unfair. However we could see no future in quibbling – in my experience of schools you certainly never manage to get judgements changed – so we have taken it on the chin, accepted the judgements and resolved to put things right.

We have already been working on a detailed action/response plan to look at what needs to be done to improve all aspects of the service. Resources will be needed but money is not the only answer and it is clear that a culture change is also required. Two of the Report’s recommendations on staffing – Appointment of a Director of Children’s Services and appointment of additional Social workers to bring down individual caseloads - with the Leader’s permission we have already put in train.

An added complication is that ‘Inadequate’ across the board triggers a reaction from the Department for Education. The Minister has issued a ‘Statutory Direction’ and has appointed a Children’s Services Commissioner to make recommendations to us, review our capacity to improve and by October 1<sup>st</sup> made a recommendation to the Minister as to whether we have in Bromley the capacity to produce a satisfactory service for our young people or whether the Service should be handed over to an external Trust.

The appointed Commissioner is Ms Frankie Sulke CBE who was until fairly recently Director of Children Services in Lewisham. Obviously she will be around a great deal working with us all and officers will be sparing no efforts to produce a vast improvement – not least in framing our responses/actions to the 18 recommendations in the Ofsted report.

The Leader has set up a ‘Service Improvement Governance Board’ to be the main driver of change – comprising elected members, senior officers and representatives from some of our partner organisations such as Police and Health.

We issued a press release yesterday emphasising our determination to get things right. I will report progress regularly to Care Services PDS Committee.

We have three months to redress the situation so that we can retain control of this service but more importantly to provide a better service to the young people in the borough.

Perhaps we are all at fault in some way – Lead Members and senior officers, Members of scrutiny, frontline social workers and all others involved. We must all resolve to improve.

Report No.  
CSD16106

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** CARE SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

**Date:** Tuesday 13<sup>th</sup> September 2016

**Decision Type:** Non-Urgent                      Non-Executive                      Non-Key

**Title:** MATTERS ARISING AND WORK PROGRAMME

**Contact Officer:** Kerry Nicholls, Democratic Services Officer  
Tel: 020 8313 4602    E-mail: kerry.nicholls@bromley.gov.uk

**Chief Officer:** Director of Corporate Services

**Ward:** N/A

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1. Reason for report

1.1 The Care Services PDS Committee is asked to review its work programme for 2016/17, the programme of visits to day centres and residential homes and matters arising from previous meetings.

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2. **RECOMMENDATION**

2.1 **The Committee is requested to consider the Care Services PDS Committee work programme for 2016/17, the schedule of visits to day centres and residential homes and matters arising from previous meetings, and indicate any changes required.**

### Corporate Policy

1. Policy Status: Existing Policy: As part of the Excellent Council workstream within Building a Better Bromley, Policy, Development and Scrutiny Committees should plan and prioritise their workloads to achieve the most effective outcomes.
  2. BBB Priority: Children and Young People Excellent Council Supporting Independence
- 

### Financial

1. Cost of proposal: No Cost
  2. Ongoing costs: Not Applicable
  3. Budget head/performance centre: Democratic Services
  4. Total current budget for this head: £335,590
  5. Source of funding: 2016/17 revenue budget
- 

### Staff

1. Number of staff (current and additional): 8 posts (7.27 fte)
  2. If from existing staff resources, number of staff hours: Maintaining the Committee's work programme takes less than an hour per meeting
- 

### Legal

1. Legal Requirement: None
  2. Call-in: Not Applicable: This report does not involve an executive decision
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): This report is intended primarily for the benefit of members of this Committee to use in controlling their work.
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable



### 3. COMMENTARY

- 3.1 The Care Services PDS Committee's matters arising table updates Members on recommendations from previous meetings which continue to be "live" and is attached at **Appendix 1**.
- 3.2 The Care Services PDS Committee Work Programme 2016/17 outlines the programme of work for the Committee including areas identified at the beginning of the year, new reports and those referred from other committees, the Portfolio Holder for Care Services or the Council's Executive. The Committee is asked at each meeting to consider its Work Programme and review its workload in accordance with the process outlined at Section 7 of the Scrutiny Toolkit. In considering the work programme, Members will need to be satisfied that priority issues are being addressed; that there is an appropriate balance between the Committee's key roles of holding the Executive to account, policy development and review, and external scrutiny of local services, including health services; and that the programme is realistic in terms of Member time and Officer support capacity, and the Work Programme is attached at **Appendix 2**.
- 3.3 The schedule of visits to day centres and residential homes has been updated and information on recent and forthcoming visits is provided in the table in **Appendix 3**.
- 3.4 The Committee re-appointed the Health Scrutiny Sub-Committee for the 2016/17 municipal year to scrutinise local health issues, and a Joint Health Scrutiny Committee comprising the boroughs of Bromley, Bexley, Greenwich, Lambeth, Lewisham and Southwark was formed in late 2015 for the purpose of scrutinising the "Our Healthier South East London" (OHSEL) project. A motion to authorise participation in the non-executive joint committee was considered at the meeting of Council on 14<sup>th</sup> December 2015, following which Members agreed that Councillors Judi Ellis and Hannah Gray be appointed as the Local Authority representatives, and for authority to be delegated to the Director of Corporate Services, in consultation with the Chairman of the Care Services PDS Committee, to make any other detailed arrangements relating to the Council's representation on the non-executive joint committee that are necessary. Councillor Hannah Gray subsequently stood down from the Joint Health Scrutiny Committee in June 2016.
- 3.5 At its meeting on 28<sup>th</sup> June 2016, the Committee appointed Co-opted Members and Alternates for the 2015/16 Council year representing Bromley Experts by Experience, Carers Forum, Healthwatch Bromley and the Voluntary Sector Strategic Network (VSSN).

<b>Non-Applicable Sections:</b>	Impact on Vulnerable Adults and Children, and Policy, Financial, Legal, Personnel and Procurement Implications
Background Documents: (Access via Contact Officer)	Previous work programme reports

## MATTERS ARISING FROM PREVIOUS MEETINGS

PDS Minute number/title	Committee Request	Update	Completion Date
Minute 48 11 November 2014 <b>Work Programme – Young Carers</b>	The Chairman requested a report on Young Carers be provided to a future meeting of the Care Services PDS Committee.	A report would be provided to the meeting of Care Services PDS Committee on 15 <sup>th</sup> November 2016.	November 2016
Minute 81 25 <sup>th</sup> February 2015 <b>Assurance Arrangements for Children’s Services</b>	The Care Services PDS Committee requested that issues identified with the Bromley Safeguarding Children Board around a lack of representation from some agencies, or representation which was not at a sufficiently senior level be addressed as soon as practicable, and that the assurance test be repeated and reported biennially at the joint meeting with Education PDS Committee.	-	February 2017
Minute 94 4 <sup>th</sup> March 2015 <b>Supporting Looked after Children in University</b>	The Care Services PDS Committee requested a further report in a year’s time.	A report would be provided to the meeting of Care Services PDS Committee on 15 <sup>th</sup> November 2016.	November 2016
Minute 58 12 <sup>th</sup> January 2016 <b>Capital Programme Monitoring – 2<sup>nd</sup> Quarter 2015/16</b>	The Care Services PDS Committee requested that Audit Sub-Committee consider a range of issues identified around the Manorfields refurbishment.	The final report of Audit Sub-Committee would be considered at the meeting of Care Services PDS Committee on 13 <sup>th</sup> September 2016.	September 2016
Minute 73a 9 <sup>th</sup> February 2016 <b>Housing IT System (Contract Extension)</b>	The Care Services PDS Committee requested that an update on the procurement process for the new Housing IT system be reported to all future meetings of Care Services PDS Committee.	A written update on the procurement process for the new Housing IT system is attached at <b>Appendix 4</b> .	September 2016
Minute 9 28 <sup>th</sup> June 2016 <b>Matters Arising and Work Programme</b>	The Care Services PDS Committee requested that an update on temporary accommodation, including the Manorfields and Belle Grove provision and out-of-Borough placements be provided to the next meeting of Care Services PDS Committee.	A written update on temporary accommodation would be provided to the meeting of Care Services PDS Committee on 11 <sup>th</sup> October 2016.	October 2016

## CARE SERVICES PDS COMMITTEE WORK PROGRAMME

Table 1. Draft Schedule of Reports for 2016/17

Report Title	Note	Potential PDS Meeting
Care Services Portfolio Plan Priorities - June 2016-May 2017		October 2016
Public Health Programme Update - 2016		October 2016
Gate Report for Renewal of Essential Household Goods Framework Agreement		October 2016
Advocacy Gateway Review		October 2016
Carelink Contract Award		October 2016
DOLS Contract Award		October 2016
Shaw Trust / Scadbury Service Contract		October 2016
Relocation of Oxleas LD Service		October 2016
Gateway Review for the Provision of Statutory Homeless Reviews		October 2016
Public Health Commissioning Intentions for 2017/18		October 2016
Bromley Safeguarding Adults Board Annual Report - 2015/16		October 2016
Temporary Accommodation Update (including the Manorfields and Belle Grove provision and out-of-Borough placements)	PDS Request	October 2016
Extra Care Housing Schemes		October 2016
Drawdown of Homeless Contingency Needs Grant		November 2016
Update on Tackling Troubled Families (Outcomes/ Drawdown)		November 2016
Impact of Charging for Transport - Update	PDS request	November 2016
Independent Reviewing Officers Annual Report 2015/16		November 2016
Bromley Safeguarding Adults Board Annual Report 2015/16		November 2016
Adult Social Care Local Account 2015/16		November 2016
Bromley Safeguarding Children's Board annual Report 2015/16		November 2016
Parallel Assessment between Foster Care and Adoption Teams for Children Looked After (Update)		November 2016
Task and Finish Group Reviewing Support to Foster Carers		November 2016
Living in Care (Presentation)		November 2016
Supporting Looked after Children in University	PDS request	November 2016
Young Carers	PDS request	November 2016
Care Services Portfolio Draft Budget 2017/18		January 2017
Education Outcomes of LBB Children in Care		January 2017
Proposed Changes to the Non Residential Charging Policy		January 2017
Quality Monitoring Report (Care Homes, Dom Care & CSC Services)		January 2017
Care Services Portfolio Plan (Mid Year Update)		January 2017
Bromley Early Intervention Strategy (Year One) Update 2015/16		January 2017
Update on Carers Strategy (Year One) 2016/17		February 2017
Confirmation of Changes to the Non Residential Charging Policy (engagement feedback)		February 2017
New Housing Systems		February 2017
Update - Community Integration		TBC
Disability Strategy		TBC
Care Services Portfolio Budget Monitoring 2016/17	Standing Item	All meetings
Capital Monitoring 2016/17	Standing Item	All meetings
Update on procurement of housing IT system	Standing Item	All meetings
Contract Activity Report 2016/17	Standing Item	All meetings

**SCHEDULE OF VISITS TO DAY CENTRES AND RESIDENTIAL HOMES  
AUTUMN TERM 2016**

Establishment Name	Contact Details	Proposed Dates
Eversleigh Residential Care Home  (CHM: Miss Susie Grove)	A: 13 Sundridge Avenue, Bromley, BR1 2PU  CQC: <del>CQC 15.07.15 - Requires Improvement</del>  Newly inspected: CQC 06.07.16 - Good	Wednesday 05.10.16
Maple House – Care Home/Learning Disabilities  (CHM: Ms Lisa Duggan)	A: 10 Maple Road, Penge, London, SE10 8HB  CQC: CQC 22.12.15 - Requires Improvement	Wednesday 19.10.16
Sloane Nursing Home  (CHM: Mrs Vali Stallard)	A: 28 Southend Road, Beckenham, BR3 5AA  CQC: CQC 07.04.16 - Good	Wednesday 09.11.16

**UPDATE ON THE PROCUREMENT PROCESS FOR THE  
NEW HOUSING IT SYSTEM**

The Housing IT System Invitation to Tender (ITT) was sent out on 4<sup>th</sup> August 2016 and three suppliers attended an Open Meeting on 15<sup>th</sup> August 2016. The closing date for supplier responses is 23<sup>rd</sup> September 2016.

Meanwhile the Housing Division has been responding to supplier clarifications and finalising arrangements for evaluation including resources, training and evaluation tools.

The evaluation of the Invitation to Tender will be taking place from 28<sup>th</sup> September 2016 to the end of November 2016.

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Report No.  
FSD16058

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** CARE SERVICES PORTFOLIO HOLDER

**Date:** For pre-decision scrutiny by the Care Services PDS Committee on 13th September 2016

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** CAPITAL PROGRAMME MONITORING - 1<sup>ST</sup> QUARTER 2016/17

**Contact Officer:** James Mullender, Principal Accountant (Technical & Control)  
Tel: 020 8313 4292 E-mail: james.mullender@bromley.gov.uk

**Chief Officer:** Director of Finance

**Ward:** All

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1. Reason for report

- 1.1 On 20th July 2016, the Council's Executive received the 1<sup>st</sup> quarterly capital monitoring report for 2016/17 and agreed a revised Capital Programme for the four year period 2016/17 to 2019/20. The report also covered any detailed issues relating to the 2015/16 Capital Programme outturn, which had been reported in summary form to the June meeting of the Executive.
- 1.2 This report highlights in paragraphs 3.1 to 3.7 changes agreed by the Executive in respect of the Capital Programme for the Care Services Portfolio. The revised programme for this Portfolio is set out in Appendix A, detailed comments on scheme progress as at the end of the first quarter of 2016/17 are shown in Appendix B and details on the 2015/16 outturn are included in Appendix C.
- 

2. **RECOMMENDATION**

- 2.1 **The Portfolio Holder for Care Services is asked to note and confirm the changes agreed by the Council's Executive on 20<sup>th</sup> July 2016.**

## Corporate Policy

1. Policy Status: Existing Policy: Capital Programme monitoring is part of the planning and review process for all services. Capital schemes help to maintain and improve the quality of life in the borough. Effective asset management planning (AMP) is a crucial corporate activity if a local authority is to achieve its corporate and service aims and objectives and deliver its services. The Council continuously reviews its property assets and service users are regularly asked to justify their continued use of the property. For each of our portfolios and service priorities, we review our main aims and outcomes through the AMP process and identify those that require the use of capital assets. Our primary concern is to ensure that capital investment provides value for money and matches the Council's overall priorities as set out in the Community Plan and in "Building a Better Bromley".
  2. BBB Priority: Excellent Council
- 

## Financial

1. Cost of proposal: Total increase of £1.7m over the 4 years 2016/17 to 2019/20, mainly due £926k rephasing from 2015/16 and £739k additional Disabled Facilities Grant allocation.
  2. Ongoing costs: Not Applicable
  3. Budget head/performance centre: Capital Programme
  4. Total current budget for this head: £15.5m for the Care Services Portfolio over four years 2016/17 to 2019/20
  5. Source of funding: Capital grants, capital receipts and earmarked revenue contributions
- 

## Staff

1. Number of staff (current and additional): 1fte
  2. If from existing staff resources, number of staff hours: 36 hours per week
- 

## Legal

1. Legal Requirement: Non-Statutory - Government Guidance
  2. Call-in: Applicable
- 

## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): N/A
- 

## Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A
2. Summary of Ward Councillors comments: N/A



### 3. COMMENTARY

#### Capital Monitoring – variations agreed by the Executive on 20<sup>th</sup> July 2016

3.1 A revised Capital Programme was approved by the Executive in July, following final outturn figures for 2015/16 and a detailed monitoring exercise carried out after the 1st quarter of 2016/17. The base position was the revised programme approved by the Executive on 10<sup>th</sup> February 2016, as amended by variations approved at subsequent Executive meetings. All changes on schemes in the Care Services Programme are itemised in the table below and further details are included in paragraphs 3.2 to 3.7. The revised Programme for the Care Services Portfolio is attached as Appendix A. Appendix B shows actual spend against budget in the first quarter of 2016/17, together with detailed comments on individual schemes. Appendix C includes details of the final outturn for 2015/16.

	2016/17	2017/18	2018/19	2019/20	TOTAL 2016/17 to 2019/20
	£000	£000	£000	£000	£000
Programme approved by Executive 10/02/16	13,596	132	10	10	13,748
<u>Variations approved by Executive 20/07/16</u>					
Reduced grant funding for Manorfields (see para 3.2)	-19	0	0	0	-19
Increase grant funding for Renovation Grants (DFG) (see para 3.3)	739	0	0	0	739
Virement re.Eclipse System (see para 3.4)	-50	0	0	0	-50
Section 106 receipts from developers (see para 3.5)	113	0	0	0	113
Net underspend in 15/16 rephased into 16/17 (see para 3.6)	926	0	0	0	926
Rephasing from 16/17 to 17/18 (see para 3.7)	-1,589	1,589	0	0	0
Total Amendment to the Capital Programme	120	1,589	0	0	1,709
<b>Total Revised Care Services Programme</b>	<b>13,716</b>	<b>1,721</b>	<b>10</b>	<b>10</b>	<b>15,457</b>

#### 3.2 Manorfields – Temporary Accommodation (£19k reduction in 2016/17):

In December 2015, £450k grant funding from GLA for the Manorfields refurbishment scheme was included in the Capital Programme to meet the additional cost of the replacement of the boiler and associated building works in order to meet with current regulations. On 20<sup>th</sup> July 2016, Members agreed a £19k reduction to the scheme to reflect the revised expenditure and funding received from GLA.

#### 3.3 Renovation Grants (Disabled Facilities Grant) (£739k increase in 2016/17)

The Disabled Facilities Grant (DFG) and Adult Social Care Grant became part of the Better Care Fund (BCF) in 2015/16 rather than being funded under separate funding streams. This totalled £1,605k in 2015/16, split £942k DFG and £663k Adult Social Care Grant. In 2016/17 the overall allocation from BCF for capital increased. The BCF allocation for Adult Social Care grant ceased and the funding was transferred to the Disabled Facilities Grant. The overall capital allocation for 2016/17 totals £1,681k. BCF grant is ringfenced and subject to consultation with our health partners. In July, the Executive approved this increase of £739k in 2016/17.

#### 3.4 Virement of £50k for Eclipse System from Social Care Grant to Performance Management / Children's Services – I.T:

On 12th January 2016, the Care Service Portfolio Holder reviewed the renewal of the Carefirst System and external hosting options available. Following the outcome of the works on the potential implementation of the new Eclipse platform for the Children's Social Care system, in July the Executive agreed to vire £50k from the Social Care Grant to Performance Management/Children's Service – I.T scheme to support works on the new Eclipse System.

### 3.5 Section 106 receipts from developers (uncommitted balance) – (increase of £113k in 2016/17)

In previous years, the Capital Programme budget for Section 106 receipts has been adjusted as and when new spending plans receive approval. In July 2015, the Executive agreed that the Capital Programme budget should, in future, agree with the total of S106 receipts available to fund expenditure. In July 2016 the Executive agreed an increase of £120k in the Capital Programme budget for Section 106 to match the total funding available (from a total approved budget of £6,694k in the February Executive report to £6,807k in the July Executive report). The approved S106 budgets for the Care Services Capital Programme (after rephasing) are illustrated in the table below.

	Total Approved S106 Budget £000	Actuals upto FY15/16 £000	Budget FY16/17 £000
<b>Housing:</b>			
Purchase of Properties	1,120	1,021	99
Site K	672	605	67
Site G (£5.7m - £3m PIL £2.7m Growth Fund)	3,000	0	3,000
Uncommitted balance (as at May 2016)	2,015	0	2,015
<b>Housing Total</b>	<b>6,807</b>	<b>1,626</b>	<b>5,181</b>

### 3.6 Net underspendings in 2015/16 re-phased into 2016/17

The 2015/16 Capital Outturn was reported to the Executive on 15<sup>th</sup> June 2016. The final capital outturn for the year for Care Services Portfolio schemes was £3,058k compared to a revised budget of £3,994k approved by the Executive in February. After allowing for adjustments in respect of schemes that were not rephased, a net underspend of £926k was re-phased into 2016/17. Details of the 2015/16 outturn for this Portfolio are set out in Appendix C

### 3.7 Schemes re-phased from 2016/17 into 2017/18

As part of the 1st quarter monitoring exercise, £1,589k has been re-phased from 2016/17 into 2017/18 to reflect revised estimates of when expenditure on the Care Services schemes is likely to be incurred. This is itemised in the table below and comments on scheme progress are provided in Appendix B.

Capital Expenditure – Rephasing in Q1 monitoring	2016/17 £000	2017/18 £000
London private sector renewal schemes	-86	86
Renovation Grants - Disabled Facilities	-829	829
PCT Learning Disability Reprovision Programme	-674	674
<b>Total Care Services Programme rephasing</b>	<b>-1,589</b>	<b>1,589</b>

## Post-Completion Reports

3.8 Under approved Capital Programme procedures, capital schemes should be subject to a post-completion review within one year of completion. After major slippage of expenditure in recent years, Members confirmed the importance of these as part of the overall capital monitoring framework. These reviews should compare actual expenditure against budget and evaluate the achievement of the scheme's non-financial objectives. No post-completion reports are currently due for the Care Services Portfolio, but this quarterly report will monitor the future position and will highlight any further reports required.

#### 4. POLICY IMPLICATIONS

4.1 Capital Programme monitoring and review is part of the planning and review process for all services.

#### 5. FINANCIAL IMPLICATIONS

5.1 These were reported in full to the Executive on 20th July 2016. Changes agreed by the Executive for the Care Services Portfolio Capital Programme are set out in the table in paragraph 3.1.

<b>Non-Applicable Sections:</b>	Legal and Personnel Implications
Background Documents: (Access via Contact Officer)	Approved Capital Programme (Executive 20/07/16) Capital Outturn report (Executive 15/06/16) Q1 monitoring report (Executive 20/07/16) Social Care Electronic Information Update (Care Service PDS 12/01/16)

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CARE SERVICES PORTFOLIO - APPROVED CAPITAL PROGRAMME 20 JULY 2016								Responsible Officer	Remarks
Code	Capital Scheme/Project	Total Approved Estimate	Actual to 31.03.16	Estimate 2016/17	Estimate 2017/18	Estimate 2018/19	Estimate 2019/20		
		£'000's	£'000's	£'000's	£'000's	£'000's	£'000's		
<b>SOCIAL CARE</b>									
950802	Care Homes - improvements to environment for older people	290	288	2	0	0	0	Lorna Blackwood	100% government grant
950804	PCT Learning Disability reprovion programme - Walpole Road	11,004	10,130	200	674	0	0	Colin Lusted	Fully funded by PCT
950806	Social Care Grant - 2010/11 and prior years	508	491	17	0	0	0	Lorna Blackwood	100% government grant
950806	Social Care Grant - 2011/12 and 2012/13 settlement	988	0	988	0	0	0	Lorna Blackwood	100% government grant
950806	Social Care Grant - 2013/14 and 2014/15 settlement	1,293	0	1,293	0	0	0	Lorna Blackwood	100% government grant
950806	Social Care Grant - 2015/16	663	0	663	0	0	0	Lorna Blackwood	100% government grant
950806	Social Care Grant - Social care electronic information system	240	0	240	0	0	0	Lorna Blackwood	100% government grant
950807	Mental health grant	331	5	326	0	0	0	Lorna Blackwood	100% government grant
950815	Supporting Independence - Extra Care Housing	20	7	13	0	0	0	Lorna Blackwood	100% government grant
950816	Transforming Social care	145	134	11	0	0	0	Angela Buchanan	100% government grant
950818	Manorfield - Temporary Accommodation	994	851	143	0	0	0	Sara Bowrey	Approved by Executive 15/10/14. Additional Grant from GLA £431k (Executive 02/12/15, 20/07/16)
907562	Mobile technology to support children's social workers	71	39	32	0	0	0	Kay Weiss	100% grant
950000	Feasibility Studies	40	0	10	10	10	10	David Bradshaw	
	<b>TOTAL SOCIAL CARE</b>	<b>16,587</b>	<b>11,945</b>	<b>3,938</b>	<b>684</b>	<b>10</b>	<b>10</b>		
<b>HOUSING</b>									
950819	Gateway Review of Housing I.T System	200	17	183	0	0	0	Sara Bowrey	Approved by Executive 11/02/15
950821	Payment in Lieu Fund - Properties Acquisitions	1,120	1,021	99	0	0	0	Sara Bowrey	Funded from PIL (S106) receipts
950822	Payment in Lieu Fund - Site K	672	605	67	0	0	0	Sara Bowrey	Funded from PIL (S106) receipts
950823	Housing Zone Bid and Site G								
950823	Housing Zone Bid and Site G - Payment in Lieu Fund	3,000	0	3,000	0	0	0	Sara Bowrey / Kevin Munnelly	Funded from PIL (S106) receipts
950823	Housing Zone Bid and Site G - Growth Fund	2,900	0	2,900	0	0	0	Sara Bowrey / Kevin Munnelly	Funded from Growth Fund
950792	Payment in Lieu Fund - unallocated	2,015	0	2,015	0	0	0	Sara Bowrey / Kevin Munnelly	S106 Receipts
914110	London private sector renewal schemes	3,243	2,957	200	86	0	0	Steve Habgood	100% external funding
950501	Empty Homes Programme	620	376	122	122	0	0	Steve Habgood	100% external funding
916XXX	Renovation Grants - Disabled Facilities	9,342	7,513	1,000	829	0	0	Steve Habgood	Govt grant £1,681k in 2016/17
	<b>TOTAL HOUSING</b>	<b>23,112</b>	<b>12,489</b>	<b>9,586</b>	<b>1,037</b>	<b>0</b>	<b>0</b>		
<b>OTHER</b>									
941529	Star Lane Traveller Site	250	58	192	0	0	0	Sara Bowrey	Urgent water and drainage works (statutory duty)
	<b>TOTAL OTHER</b>	<b>250</b>	<b>58</b>	<b>192</b>	<b>0</b>	<b>0</b>	<b>0</b>		
	<b>TOTAL CARE SERVICES PORTFOLIO</b>	<b>39,949</b>	<b>24,492</b>	<b>13,716</b>	<b>1,721</b>	<b>10</b>	<b>10</b>		

CARE SERVICES PORTFOLIO - APPROVED CAPITAL PROGRAMME 20th JULY 2016					
Capital Scheme/Project	1st QUARTER 2016/17				Responsible Officer Comments
	Actual to	Approved	Actual to	Revised	
	31.03.16	Estimate	30.06.16	Estimate	
	£'000's	£'000's	£'000's	£'000's	
<b>SOCIAL CARE</b>					
Care Homes - improvements to environment for older people	288	0	0	2	This funding was provided to support care homes in the voluntary/independent sector to improve the environment in care homes for older people. Care homes are able to "bid" to the Council for this funding and there are criteria agreed for this.
PCT Learning Disability reprovion programme	10,130	874	-21	200	The Department for Health capital is for uses associated with the reprovion of NHS Campus clients to the community, and projects relating to the closure of the Bassetts site. LD Day activities have been market tested and have now been transferred to an external provider tasked with the running and modernisation of services. The new provider is now progressing service modernisation which may require an element of capital investment. Proposals are now being drawn up with any resulting capital expenditure potentially starting late 16/17 or early 17/18. Rephased £674k into 17/18 to reflect when expenditure is likely to occur. The final invoice for the retained snagging amount at 118 Widmore Road is still outstanding which will be approximately £20K. It should be noted that the NHS are entitled to request the return of the remaining capital sum.
Social Care Grant - 2010/11 and prior years	491	0	17	17	This funding is made available to support reform of adult social care services. To date, these have been funded by the Council. As the new legislation for adult social care becomes clearer it is likely that this funding will be used to support the changes required. For example previously the funding has been used for works to Council owned learning disability properties and for investment in older people day opportunity services. Potential project are being reviewed, and a clearer picture of the spend should be available by end of September.
- 2011/12 and 2012/13 settlement	0	984	12	988	
- 2013/14 and 2014/15 settlement	0	1,293	0	1,293	
- 2015/16	0	663	0	663	
- Social care electronic information system	0	0	240	240	
Mental health grant	5	176	0	326	This funding is made available to support reform of adult social care services. To date, these have been funded by the Council. As the new legislation for adult social care becomes clearer it is likely that this funding will be used to support the changes required.
Supporting Independence - Extra Care Housing	7	0	0	13	This funding is available for specialist equipment/adaptations in extra care housing to enable schemes to support people with dementia or severe physical disabilities. Consideration is being given to the potential for additional telecare in ECH.
Transforming Social care	134	0	0	11	The remaining balance will be used in 2016/17 to support system changes required by any health and social care integration work
Manorfield - Temporary Accommodation	851	0	15	143	£563k approved by Executive 15/10/14 for the refurbishment at Manorfields. Additional £431k allocation received from GLA for replacement of boiler, associated building works and design works. Original GLA grant allocation was £450k, a reduction of £19k, as the expenditure was lower than anticipated. The refurbishment work is now completed.
Mobile technology to support children's social workers	39	32	0	32	We are unable to progress the mobile working plans and expenditure until data protection issues are resolved.
Feasibility Studies	0	10		10	
<b>TOTAL SOCIAL CARE</b>	<b>11,945</b>	<b>4,032</b>	<b>263</b>	<b>3,938</b>	
<b>HOUSING</b>					
Gateway Review of Housing I.T System	17	200	0	183	No bids were received from the tender exercise. In Feb, alternative options to procure a system were reported back to Members.
Payment in Lieu Fund - Properties Acquisitions	1,021	0	0	99	The remaining expenditure related to the acquisition of residential properties is expected to be concluded soon.
Payment in Lieu Fund - Site K	605	67	0	67	There have been delays in the build which are outside of the housing associations control. However, all the monies will be paid across once all development is on site and according to the latest GLA monitoring report we are expected to spend all of the monies before the end of the financial year. We have been informed by GLA that we have reached the Golden Brick stage.
Housing Zone Bid and Site G					
Housing Zone Bid and Site G - Payment in Lieu Fund	0	3,000	0	3,000	Executive 24.03.15 - Housing Zone bid and Site G report 24/03/15 - £3m PIL and £2.7m from Growth fund (Bromley Town Centre). The Housing Investment Group of the GLA considered the Council's HZ bid on 10th November 15. Offers are being made to 3 properties purchase, one has completed in August and the remaining 2 property purchases are likely to complete soon.
Housing Zone Bid and Site G - Growth Fund	0	2,900	0	2,900	
Payment in Lieu Fund - unallocated	0	1,902	0	2,015	S106 Receipts (unallocated)
Lease on private sector renewal schemes	2,957	255	61	200	It is anticipated £200k will be spent in 16/17 of which £143k has been committed. £86k has been rephased into 17/18.
Empty Homes Programme	376	120	9	122	Spending is being targeted on long term empty property as per the funders criteria, take up is slow, but consistent. £58k currently committed in 16/17. Revised correspondence drawn up and being given to every owner of empty property with their Council Tax revised bill to increase awareness of the assistance available. It is anticipated that this will be fully spent in 16/17.
Renovation Grants - Disabled Facilities	7,513	1,120	176	1,000	Additional £739k grant for 16/17. Commitments of £318k has been approved, and total estimated spend on Uniform (as at June 2016) is £1.1m. However, it is likely that some of these jobs may not progress. In line with previous years, it is estimated that total value of £1m will be spent in this FY. Rephased £829k into 17/18. It should be noted that DOH and NHS England have increased funding with the express expectation that Authorities will improve integration between health and social services using DFG to support such work, meetings in progress to identify how this can be used to effectively improve services with issues such as hospital discharge, telecare, rapid response services with less bureaucracy for smaller adaptations, works to prevent admissions or readmissions can be introduced or improved.
<b>TOTAL HOUSING</b>	<b>12,489</b>	<b>9,564</b>	<b>246</b>	<b>9,586</b>	
<b>OTHER</b>					
Star Lane Traveller Site	58	0	0	192	The property division have now commenced this project and they anticipate work to be completed in 16/17
<b>TOTAL OTHER</b>	<b>58</b>	<b>0</b>	<b>0</b>	<b>192</b>	
<b>TOTAL CARE SERVICES PORTFOLIO</b>	<b>24,492</b>	<b>13,596</b>	<b>509</b>	<b>13,716</b>	

CARE SERVICES PORTFOLIO - APPROVED CAPITAL PROGRAMME 20th JULY 2016					
Capital Scheme/Project	2015/16 OUTTURN				Comments / action taken
	Actual to 31.03.15	Approved Estimate Feb 2016	Final Outturn	Variation (under- spend '-')	
	£'000's	£'000's	£'000's	£'000's	
<b>SOCIAL CARE</b>					
Care Homes - improvements to environment for older people	288	2	0	-2	Underspend in 2015/16 rephased into 2016/17
PCT Learning Disability reprovion programme	10,130	0	0	0	
Social care grant - 2010/11 and prior years	217	341	274	-67	Underspend in 2015/16 rephased into 2016/17
- 2011/12 and 2012/13 settlement	0	244	0	-244	Underspend in 2015/16 rephased into 2016/17
- 2013/14 and 2014/15 settlement	0	0	0	0	
- 2015/16	0	0	0	0	
Mental health grant	5	150	0	-150	Underspend in 2015/16 rephased into 2016/17
Supporting Independence - Extra Care Housing	6	14	1	-13	Underspend in 2015/16 rephased into 2016/17
Transforming Social care	77	68	57	-11	Underspend in 2015/16 rephased into 2016/17
Manorfields - Temporary Accommodation	81	932	770	-162	Underspend in 2015/16 rephased into 2016/17; reduction in grant funding
Autism Grant	0	18	18	0	
Mobile technology to support children's social workers	39	0	0	0	
Feasibility Studies	0	10	0	-10	Budget not required in 2015/16 and not rephased into 2016/17
<b>TOTAL SOCIAL CARE</b>	<b>10,843</b>	<b>1,779</b>	<b>1,120</b>	<b>-659</b>	
<b>HOUSING</b>					
Gateway Review of Housing I.T System	0	0	17	17	Overspend in 2015/16 rephased into 2016/17
Payment in Lieu Fund - Properties Acquisitions	1,016	104	5	-99	Underspend in 2015/16 rephased into 2016/17
Payment in Lieu Fund - Site K	0	605	605	0	
Housing Zone Bid and Site G	0	0	0	0	
Housing Zone Bid and Site G - Payment in Lieu Fund	0	0	0	0	
Housing Zone Bid and Site G - Growth Fund	0	0	0	0	
Payment in Lieu Fund - unallocated	0	0	0	0	
London private sector renewal schemes	2,811	177	146	-31	Underspend in 2015/16 rephased into 2016/17
Empty Homes Programme	258	120	118	-2	Underspend in 2015/16 rephased into 2016/17
Renovation Grants - Disabled Facilities	6,483	1,000	1,030	30	Overspend in 2015/16 rephased into 2016/17
<b>TOTAL HOUSING</b>	<b>10,568</b>	<b>2,006</b>	<b>1,921</b>	<b>-85</b>	
<b>OTHER</b>					
Star Lane Traveller Site	41	209	17	-192	Underspend in 2015/16 rephased into 2016/17
<b>TOTAL OTHER</b>	<b>41</b>	<b>209</b>	<b>17</b>	<b>-192</b>	
<b>TOTAL CARE SERVICES PORTFOLIO</b>	<b>21,452</b>	<b>3,994</b>	<b>3,058</b>	<b>-936</b>	#
# £926k of total net underspend rephased into 2016/17					

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Report No.  
CS17033

London Borough of Bromley

PART 1 - PUBLIC

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**Decision Maker:** EXECUTIVE

**Date:** For Pre-Decision Scrutiny by the Care Services Policy Development and Scrutiny Committee on 13<sup>th</sup> September 2016

**Decision Type:** Non-Urgent Executive Key

**Title:** COMMISSIONING STRATEGY FOR PRIMARY AND SECONDARY INTERVENTION SERVICES

**Contact Officer:** Josepha Reynolds, Carers Commissioner  
Tel: 020 8461 7395 E-mail: josepha.reynolds@bromley.gov.uk

**Chief Officer:** Lorna Blackwood, Director, Health Integration Programme

**Ward:** All

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## 1. Reason for report

- 1.1 This report sets out a commissioning strategy for the future provision of Primary and Secondary Intervention Services. The strategy has been jointly worked on by London Borough of Bromley (LBB) and Bromley Clinical Commissioning Group (BCCG) commissioners. It sets out a framework through which to design a set of Third Sector services that support people in the community to maintain their independence and delay and prevent the need for high cost care packages and early admissions to care homes and/or hospital.
  - 1.2 The report requests approval to develop a Primary and Secondary Intervention Fund workstream within the Better Care Fund and existing strategic partner funding, as well as approval to procure the services against the eight categories set out in the report, including for carers support services using a new model from April 2017.
- 

## 2. RECOMMENDATIONS

- 2.1 That the Care Services PDS Committee supports the recommendation set out in this report to develop a Primary and Secondary Intervention Fund within the Better Care fund jointly managed with Bromley Clinical Commissioning Group;
- 2.2. That the Council's Executive agrees to the procurement of the services against the eight categories set out in this report, including for carers support services, using a new model from April 2017.

### Corporate Policy

1. Policy Status: Existing policy. Supporting Independence
  2. BBB Priority: Supporting Independence.
- 

### Financial

1. Cost of proposal: Estimated cost £3.2m
  2. Ongoing costs: Recurring cost.
  3. Budget head/performance centre: Various
  4. Total current budget for this head: ££3.2m
  5. Source of funding: Existing LBB and BCCG strategic partner contributions and contracts, and Better Care Fund
- 

### Staff

1. Number of staff (current and additional): No Bromley staff affected
  2. If from existing staff resources, number of staff hours: N/A
- 

### Legal

1. Legal Requirement: Statutory requirement.
  2. Call-in: Call-in is applicable
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Estimated usage over 40,000 users/beneficiaries
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

#### **Statutory duties:**

3.1 LBB and BCCG are obligated to fulfil their statutory requirements to Primary and Secondary Intervention services as outlined in the:

- Care Act 2014 (section 2 and section 3)
- NHS Five Year Forward View 2014 (chapter 2)

3.2 LBB are obligated to fulfil their statutory requirements to carers in line with the following legislation:

- Care Act 2014 (section 1)
- Children and Families Act 2014 (section 96)
- Carers (Recognition and Services) Act 1995 (section 1)
- Children's Act 1989 (section 17 in regards to supporting children and young people)

#### **Background:**

3.3 Primary and Secondary Intervention services, currently provided by our Third Sector partners, are the services which provide targeted support to vulnerable residents in the community prior to the need for a full social care assessment. These residents are at risk of developing further complications or emerging needs but have not yet developed these significant needs that require tertiary care. These are commissioned and procured by LBB with long standing contributions from BCCG.

3.4 Without these Primary and Secondary Intervention services users are at risk of going into crisis and requiring more permanent care packages and/or requiring an emergency hospital admission. The term 'Primary and Secondary Intervention' covers a range of social prescribing services that are currently delivered in the borough, as they are across the country, by local Third Sector providers. The services include peer support, training, education, advice, support planning and capacity building with carers.

3.5 LBB has always held a number of service level agreements, grants and, currently, contracts with the local Third Sector to provide these services.

#### **Current provision:**

3.6 Currently LBB, with long standing contributions from BCCG, have 12 active contracts with 6 suppliers with a total annual spend of £1,595,835. These services reach many thousands of residents every year, either for one-off advice through Citizens Advice or more tailored one to one support via Age UK or Carers Bromley.

<b>Existing Contracts</b>	<b>LBB</b>	<b>CCG</b>	<b>Better Care Fund</b>	<b>Total Annual Budget</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Carers Support</b>				
Bromley Mencap	18			18
Carers Bromley – Adults	243	110		353
Carers Bromley – Children’s	51			51
Carers Bromley - MH Worker	26			26
Carers Bromley – Hospital Worker	15	15		30
Carers Bromley – universal respite	106			106
<b>Total Carers</b>	<b>459</b>	<b>125</b>	<b>0</b>	<b>584</b>
<b>Dementia Support Hub</b>				
Bromley & Lewisham Mind Ltd			511	511
<b>Total Dementia Support Hub</b>	<b>0</b>	<b>0</b>	<b>511</b>	<b>511</b>
<b>Strategic Partnership Contracts</b>				
Bromley Citizens Advice Bureaux Ltd	102	43		145
Community Links Bromley	109	47		156
Age UK Bromley & Greenwich	80	34		114
Bromley & Lewisham Mind Ltd	50			50
Bromley Mencap	51			51
<b>Total Strategic Partnerships</b>	<b>392</b>	<b>124</b>	<b>0</b>	<b>516</b>
<b>UNCOMMITTED BCF</b>			1,651	<b>1,651</b>
<b>Carers and Self Management</b>				
<b>Grand Total</b>	<b>851</b>	<b>249</b>	<b>2,162</b>	<b>3,262</b>

- 3.7 National policy continues to champion the impact that can be made by investing in the Third Sector to support people to maintain their independence in their own communities. The role of a vibrant and sustainable health and social care economy has been championed by DCLG and DoH in the Care Act (section 5) and the NHS Five Year Forward View (chapter 2).
- 3.8 Bromley’s relationship with the Third Sector continues to be strong, working in partnership through Community Links, the Voluntary Sector Strategic Network and the newly formed Bromley Third Sector Enterprise. The sector has taken the initiative forming the Bromley Third Sector Enterprise to construct collegiate bids for jointly commissioned services for health and care. Although in its infancy commissioners need to respond and encourage the maturity being demonstrated by the sector in their creation of Bromley Third Sector Enterprise to work together to deliver against shared outcomes.
- 3.9 Primary and Secondary Intervention services are discussed at length in the Care Act (section 5) and NHS Five Year Forward View (chapter 4) because they are seen as crucial to managing the demand pressures of the health and care system as a whole.
- 3.10 In best practice models they sit at the front of established clinical and social care pathways and help to maintain people’s independence, preventing entirely or significantly delaying the need for long term health and social care packages. This is crucial in an aging population with increasing health and care requirements. Acute settings are often not suitable for this cohort of service user, providing poor outcomes, and often result in a breakdown in care. National policy argues that

patients could be managed better in the community working with professionals, before a health episode results in an avoidable acute admission or the requirement of a long term care package.

3.11 The full report detailing the proposal, including the finance and timescales is attached, however there is a shorter summary for Members included in this commentary.

### **New commissioning model**

3.12 This report sets out a new approach for the future commissioning of Primary and Secondary Intervention services. It proposes a move away from annual extensions and waivers towards a joint commissioning exercise with BCCG. Commissioners are proposing to use the Better Care Fund in partnership for Primary and Secondary Intervention services, seeking a preferred provider to enter a negotiated procurement process and co-design the specifications for each of the eight categories detailed in the main report. Commissioners are seeking to work with a partner who can provide positive outcomes against all of the listed services, as well as being able to build upon this core funding through their wider access to local voluntary sector capacity and community assets.

3.13 This report proposes to engage with the local Third Sector directly through the new relationship to encourage collegiate bids from the sector that complement the work of the Integrated Care Networks (ICNs) and Building a Better Bromley priorities addressing a number of specific categories:

- Carers Support Services
- Dementia Support Services (already tendered)
- Services to Elderly Frail
- Services to residents with Long Term Health Conditions
- Learning and Physical Disability
- Mental Health support services
- Single point of access to Primary and Secondary Intervention services
- Support to the 3<sup>rd</sup> sector to sustain and grow capacity

3.14 By aligning Primary and Secondary Intervention services alongside these priority areas of social prescribing, commissioners can work with the sector to draw up detailed outcome based specifications that focus on achieving and evidencing a clear set of overarching objectives which will be to:

- Reduce the requirement for unplanned care and resulting emergency admissions
- Prevent and delay the requirement for long term care packages
- Support residents to remain independent in their local communities
- Build capacity in local communities by demonstrating economic impact and leveraging in further funding from other sources

3.15 The aim will be to reduce the number of small individual contracts currently held to be replaced with a more strategic approach to funding the sector, supporting them to build capacity over and above the core funding made available through the Better Care Fund, and deliver a cohesive set of preventative services where the impact can be evidenced and measured by tracking referrals using the NHS number.

3.16 The funding at this stage is primarily focused on adults preventative services in line with ICNs and the existing strategic partner contracts. However, there is nothing to preclude utilising this model if it proves successful to support wider preventative agendas as may result from work underway on Children's services following the recent Ofsted inspection. It could also be used to

support public health preventative activities where these providers may be suitable to deliver their programmes.

3.17 This approach builds on the learning from the jointly developed and commissioned Dementia Support Hub which went live in July 2016 with funding from the Better Care Fund. This was a collegiate bid, with Bromley and Lewisham Mind as the Lead Provider, that provides a one-stop community support offer to all residents who have received a clinical diagnosis of dementia.

#### **4. SERVICE PROFILE / DATA ANALYSIS**

4.1 The current Primary and Secondary Intervention services provide a range of accessible support services that are tailored to the service user, resulting in personalised outcomes:

- Information, advice and guidance
- Peer support
- Benefits advice
- Counselling
- Respite at home
- Training to manage long term health conditions

4.2 Asset mapping that was conducted in January 2016 by Community Links Bromley on behalf of the LBB and BCCG demonstrated the strength of the Third Sector. The estimated size of the sector is 1,637 organisations, which are supported by 36,815 volunteer hours a week. This shows that as the preferred partner gains additional associate members, these organisations can be involved in an increasing delivery role and promote their reengagement with statutory services.

4.3 Analysis of contacts to social care show that LBB is redirecting 85% of phone calls to outside of the organisation. A high percentage of this is due to the strong Third Sector in Bromley who can provide support and guidance to these residents.

4.4 LBB's statutory services currently reach approx. 3500 residents. The reach of the Third Sector is far wider. This is crucial for preventing expensive social care packages and reducing hospital admissions. Primary and Secondary Intervention services provide people with ongoing support within the community, which makes people resilient and less likely to enter crisis and need statutory services intervention. This shows that the Third Sector is providing value for money and tighter outcomes and KPIs, resulting in a strong sector which needs sustainable funding.

4.5 The current Primary and Secondary Intervention contracts, known previously as the strategic partnership contracts, were procured between 2007-2010. This means that they would benefit from review and re-specification. This is a real opportunity to commission new services that reflect the outcomes desired by the LBB and BCCG.

4.6 These services will work within a larger system in order to provide effective Primary and Secondary Intervention for Bromley residents. The BCCG Out of Hospital Transformation Strategy outlines the creation of an integrated and sustainable programme to keep people within their community, primarily through the work of the ICNs. The Care Navigator role is a fundamental part of the ICN development, with the navigators signposting residents to the appropriate channels. Recommissioning the carers services in line with these principles is a clear commitment to the ICNs from BCCG and LBB and allows us to shape the services accordingly.

## 5 CUSTOMER PROFILE

- 5.1 The Primary and Secondary Intervention services are universal but are targeted at vulnerable groups. The services sit in front of eligible services as they are not social work assessed, and provide demand management that reduces increasing demographic pressure on social care and health services.
- 5.2 The JSNA shows that there is going to be an increase of demand in the 8 areas that will form the Primary and Secondary Intervention services:
- Carers Support
  - Dementia Support
  - Services to Elderly Frail
  - Service for Residents with Long Term Health Conditions
  - Learning and Physical Disability
  - Mental Health (excl. Dementia)
  - Single Point of Access
  - Support to the Sector
- 5.3 Monitoring reports indicate the number of the people accessing Primary and Secondary Intervention services in the borough currently. This demonstrates that the reach of the Third Sector is far broader than that of statutory services, which currently reach approx. 3500 residents. These services act as a buffer for statutory health and social care services by providing support across the community and enabling LBB and BCCG to focus on the most vulnerable.

Supplier	Number of interactions
Carers Bromley – Adults	11,999
Carers Bromley – Children’s	900 known to Carers Bromley
Carers Bromley – Mental Health Worker	39 events (no of individuals attending not recorded)
Carers Bromley – Hospital Worker	286 referrals
Carers Bromley – universal respite	296 across all services. It should be noted that there is some double counting as 1 person could use more than one type of service.
Bromley Citizens Advice Bureaux Ltd	6,499
Community Links Bromley	138 organisations supported, 1,431 volunteers received and signposted to an opportunity, 62 supported volunteers (people with some sort of disability who need one to one support to access a volunteering opportunity)
Age UK Bromley & Greenwich	21,136
Bromley & Lewisham Mind Ltd	2,529 enquiries (excludes IAG given to people who already access any of the other services)
Age Concern Bromley t/a Age UK Bromley & Greenwich	419

## 6. MARKET CONSIDERATIONS

- 6.1 There is a role for Local Authorities and health within the Care Act (section 3) to sustain and facilitate a local care market.
- 6.2 National benchmarking has demonstrated that Primary and Secondary Intervention services are almost universally supplied by the Third Sector. Below are examples of the provision of carers services within other London boroughs.

Authority	Carers services provider
Barnet	Barnet Carers: run by Age UK, Mencap, Alzheimer's Society, Friend in Need, Jewish Care, Caring for Carers
Bexley	Bexley Carers Hub: run by Age UK, Alzheimer's Society, Carers Support, Crossroads Care
Birmingham	Midland Mencap
Brent (local authority and CCG)	
Croydon	Whitgift Foundations
Ealing	Ealing Centre for Independent Living, Mencap, Crossroads Care, Dementia Concern
Hammersmith and Fulham	Carers Network: supported by Mencap, Age UK and Mind
Harrow	Harrow Carers
Lambeth (local authority and CCG)	Carers Hub Lambeth: supported by Mencap and Age UK
Lewisham	Carers Lewisham
Sutton (local authority and CCG)	Sutton Carers Centre: supported by Alzheimer's Society

- 6.3 The collegiate bidding process that is being proposed through a preferred provider is essential to ensuring the Third Sector continues to have a strong local presence in our community. It enables local Third Sector organisations to be more flexible when bidding for work, strengthens communications and widens their impact. The Third Sector market has already taken steps towards this e.g. establishing partnership organisations such as the Bromley Third Sector Enterprise. LBB needs to support these models so that Bromley continues to have a vibrant and sustainable Third Sector.
- 6.4 Commissioners need to work in partnership with the Third Sector in this new way of working in order to achieve the desired outcomes. Traditionally the Third Sector has needed commissioning support in order to encourage more commercial activities and seeking other growth opportunities (e.g. lottery bids, EU funding). In the current economic environment the Third Sector will need to continue to find these external funding sources in order to broaden the services that they can offer.
- 6.5 The strength of the Third Sector market is increasingly important when considering the demographic pressures outlined in section 9. The Third Sector is essential to managing the demand on services as the number of residents who are elderly or have long term health conditions continues to rise.
- 6.6 Local Authorities and CCGs will also rely more heavily on the Third Sector to fill gaps as funding continues to be restricted for statutory services with the reduction in government grant.
- 6.7 Third Sector organisations provide Social Value. The Public Services (Social Value) Act 2013 (section 1) says that Local Authorities and health need to consider the economic, social and environmental impact of the services that they commission. The Third Sector has a clear positive impact in these areas within the borough, such as through the contribution of volunteers

## 7. STAKEHOLDER CONSULTATION

- 7.1 The Primary and Secondary Intervention Fund will be jointly commissioned between LBB and BCCG. There has been consistent and regular joint working between health and social care throughout this process and consultation with health partners. The Carers Strategy 2016 has been jointly signed off and acts as a template for the eight categories going forward.
- 7.2 Extensive engagement has been undertaken with Bromley Third Sector Enterprise, the Voluntary Sector Strategic Network and Community Links. This has been promoted through the ICNs and six strategic partners have signed a Memorandum of Understanding about their role in supporting the ICNs.



7.3 Service users have been consulted throughout this process with regard to the development of ICNs. Service users give consistently positive feedback to the Third Sector services that are provided throughout the borough, and as shown in section 11 the Third Sector is able to access more residents than statutory services. The Patient Engagement Group for the ICNs which made regular references to the importance of the Third Sector in supporting service users in Bromley. During the development of the ICNs Bromley Third Sector Enterprise also raised the importance of having somewhere to direct service users to with the care navigators, which will require coordinated strategic work with the sector.

## **8. SUSTAINABILITY / IMPACT ASSESSMENTS**

8.1 If approved then this proposal represents an opportunity to build capacity within the borough through joint commissioning and pooling funding. Implementing the funding for Primary and Secondary Intervention services will ensure that the Third Sector market is sustainable. Our current strategic partners need core funding to continue in order to provide effective services. If this is removed there will be a resulting impact on long term care packages and hospital admissions.

8.2 The Third Sector is also skilled at reaching residents that LBB and BCCG are unable to. Third Sector organisations have a commitment to being inclusive built into their constitutions and focuses on targeting hard to reach groups. This increases sustainability within health and social care as residents are supported earlier and prevented or delayed from reaching crisis.

8.3 Joint commissioning is crucial to ensuring the sustainability of the service. Joint posts have been created for this service, enabling strategic and operational coproduction along with additional commissioning capacity for better value for money.

8.4 The proposal considered the impact on protected characteristics in a generic Equality Impact Assessment. This determined that there was not a need for a full impact assessment. The proposal continues to provide the current level of service within the borough with increased funding and stronger connections, which should ensure that protected characteristics are positively affected by these changes. An Equality Impact Assessment will be done in full as part of the bid evaluation process.

## **9. OUTLINE PROCUREMENT STRATEGY & CONTRACTING PROPOSALS**

- **Estimated Contract Value**

- £3.2million annually

- **Proposed Contract Period**

9.1 Our current strategic partner contracts are due to expire on 31/03/17 and it is proposed that they are replaced with an Primary and Secondary Intervention Fund, with the funding ringfenced for a preferred provider that can access and deliver these services through the local Third Sector. This will develop a joint commissioning approach with the CCG where commissioners from both organisations will enter into negotiation with the preferred partner to work up more detailed specifications against each of the categories and incorporates a more commercial approach through a bidding process.

9.2 This is a new approach to previous procurements for these services. Although the concept of a joint Primary and Secondary Intervention fund is quite forward thinking, national benchmarking, as outlined in section 6, does highlight that this type of service is the domain of the Third Sector, and there does not appear to be a market outside of Third Sector provision. Therefore other

local authorities continue to procure these services under a mixture of grants, ring fenced bids and waivers.

- 9.3 Initially it is proposed to issue a PIN notice to request that LBB and BCCG are looking for a preferred partner organisation who will coordinate each of the local Lead Providers for the delivery of the eight categories. The preferred partner organisation will be required to demonstrate their reach into the local Third Sector market, their ability to deliver additional capacity and to build sustainability in the local care market for community services. These services need to deliver against the outcomes and reduce the pressure on existing social care and clinical health services.
- 9.4 Best Value Statutory Guidance informs us that Local Authorities have a general duty to “*make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness*”. Primary and Secondary Intervention services are currently commissioned in a number of contracts with different providers without clear overarching outcomes. This fragmentation can lead to duplication, a poorer level of service to service users and a lack of communication, information and sharing of resources within the sector.
- 9.5 The procurement process will need to allow for a period of negotiation for each of the eight categories to determine who the Lead Provider will be and which other organisations will give support. This process should lead to the preferred provider being the single point of the contact to the Third Sector for contractual negotiations. The expectation is that the partnership will be developed over time and increasingly there will be a single point of access for commissioners into the sector. This will increase the sector’s ability to coordinate services, be more flexible in delivery and bid back to commissioners for future work.
- 9.6 If there is more than one bid for a lead partner organisation then there will need to be a joint evaluation panel led by a Clinical Lead who will review the proposals and bids based on the partner’s ability to deliver the outlined high level outcomes as well as the specific categories specifications. At the end of this a ‘preferred supplier’ will be selected and the successful bidder will be notified.
- 9.7 As there is a three year commitment to funding for the Primary and Secondary Intervention services from the Better Care Fund, the contracts should also be for three years, with a 1+1 extension option subject to agreed funding. This will move away from the current annual extensions and waivers. However funding will need to remain fluid subject to annual savings targets and in relation to how the new services perform in reducing costs further up the delivery chain through successful demand management.
- 9.8 It has been agreed that LBB will lead on the procurement process but there will be support from officers at BCCG so that it is fully coordinated and jointly funded.
- 9.9 As outlined in section 10 the impact of procuring this way supports national legislation and specific LBB and BCCG policies for health and social care.

## **10. POLICY CONSIDERATIONS**

### **National directives**

10.1 The Care Act 2014 (section 2) outlines statutory duties for Local Authorities and health that:

- Contribute towards preventing or delaying the development by adults in its area of needs for care and support

- Contribute towards preventing or delaying the development by carers in its area of needs for support
- Reduce the needs for care and support of adults in its area
- Reduce the needs for support of carers in its area

10.2 The Care Act (section 3) also outlines that this preventative provision must be undertaken with a view to improving the integration of health and social care provision to:

- Promote the wellbeing of adults in its area with needs for care and support and the wellbeing of carers in its area
- Contribute to the prevention or delay of the development by adults in its area of needs for care and support or the development by carers in its area of needs for support
- Improve the quality of care and support for adults, and of support for carers, provided in its area (including the outcomes that are achieved from such provision)

10.3 The Care Act put carers on an equal footing with the cared for and required health and social care services to be proactive in identifying and supporting them. LBB are obligated to fulfil their statutory requirements to carers in line with the following legislation:

- Care Act 2014 (section 2)
- Children and Families Act 2014 (section 96)
- Carers (Recognition and Services) Act 1995
- Children's Act 1989 (section 17 in regards to supporting children and young people)

### **National health policy**

10.4 Health also has a number of policy directives around these services which make joint commissioning and joint funding timely. The NHS 5 year forward view (chapter 2) identified that the health system has problems 'with limited engagement with the wider community, a short-sighted approach to partnerships and under-developed advocacy and action on the broader influencers of health and wellbeing'. Targeted prevention is a key tool that is laid out.

10.5 The NHS 5 year forward view (chapter 2) is clear that the Third Sector is crucial to engaging with communities and improving health outcomes for people through targeted prevention, instead of continuing to use a purely clinical outlook.

10.6 The Government's mandate to NHS England for 2016-17 focuses on Primary and Secondary Intervention and lays out a range of objectives for health up to 2020 including:

- To help create the safest, highest quality health and care service [with a focus on independence and service users managing their own conditions]
- To lead a step change in the NHS in preventing ill health and supporting people to live healthier lives
- To improve out of hospital care

### **Local policy direction**

10.7 Local policy also aligns with this new way of working. Building a Better Bromley outlines supporting independence and having a healthy Bromley as two key outcomes. Primary and Secondary Intervention services are designed to help residents remain independent and within their communities through an integrated health and social care perspective.

10.8 The Bromley JSNA 2015 identified that the older people and people with long term health conditions are becoming a higher proportion of the population. These demographics would

benefit from more Primary and Secondary Intervention services that would help them maintain their independence by receiving a degree of personalised support.

10.9 These outcomes are also reflected by BCCG in their local policy objectives. The Bromley Out of Hospital Transformation Strategy outlines the creation of an integrated and sustainable out of hospital programme that will keep people within their community and prevent hospital admissions. This is being developed through the ICNs which will be rolled out from October 2016.

10.10 The Primary Care Commissioning Intentions at BCCG focus on integration, sustainability and workstreams based around Primary and Secondary Intervention such as carers and elderly frailty. There are specific incentives for GPs to identify carers and signpost them on to services that they would benefit from accessing.

10.11 The Joint Strategy for Carers 2016 to 2020 is a joint LBB and BCCG strategy that commits to funding carers services within the borough until 2020. This was developed in response to the new health and social care legislation. The overarching outcome is: 'it is our vision that over the next five years Bromley will have a thriving carer community where carers are heard, connected and supported'. Five key short term priorities were identified, the most immediate of which was to commission and then deliver new carers support services from April 2017.

## 11. COMMISSIONING & PROCUREMENT CONSIDERATIONS

11.1 Regulation 7 of the Public Contracts Regulations 2015 introduces a light touch regime for services that are considered "social and other specific services" and above the set threshold of £589,148. The Council is required to publicise in advance its intention to award contracts of this value and announce the contract award decision after the procedure.

11.2 The tender will be run electronically using the Due North tender portal and, in line with the information contained in Paragraph 9, it is intended to undertake this procurement activity using the 'Competitive Procedure with Negotiation' procedure in accordance with Regulation 29 of the 2015 Regulations and the Council's own Financial Regulations and Contract Procedure Rules.

11.3 The service will be comparable with the recent tender undertaken for the Dementia Support Hub awarded by Executive on 23<sup>rd</sup> March 2016 (report number: CSD16052) whereby the contract was awarded to a consortium of local third sector partners with a Lead Partner being responsible for overseeing the whole service. This procedure has shown to be effective in that there is a single point of contact for both council officers and users of the Service.

11.4 The anticipated timescale for the Procurement activity is shown below:

Documents finalised	October 2016
Publication of advertisement	November 2016
Tenders returned	December 2016
Clarification Interviews	January 2017
Contract Award	February 2017
Contract effective from	April 2017
Contract start	April 2017

11.5 The tenders will be evaluated against the following quality criteria:

	<b>Question</b>	<b>% of total score</b>
	Price	60%
	Quality total	40%
	<b>Comprised of</b>	
1.	Financial Resources & Contract Affordability	10%
2.	Service outcomes	20%
3.	Service provision in Bromley	20%
4.	Resource management	20%
5.	Service development and accessibility	15%
6.	Innovation and adding value	15%

11.6 The outcome from the quality award criteria scoring will be weighted and amalgamated with the financial scoring to determine the Tenderer providing best price / quality compromise for the Council. This will culminate in a recommendation to award that is presented to Executive Members of both the Council and BCCG.

## 12. FINANCIAL CONSIDERATIONS

12.1 These proposals maintain current levels of joint funding from the LBB and BCCG as well as utilising new funds made available through the Better Care Fund and committed in Bromley's Local Plan which was authorised by the Health and Wellbeing Board and approved by NHS England. These funds will collectively create a pooled Primary and Secondary Intervention Fund, with a three year commitment. This pool will be split against 8 categories of service. It is key to demand management to keep costs low.

12.2 The current budget is:

<b>Existing Contracts</b>	<b>LBB</b>	<b>CCG</b>	<b>Better Care Fund</b>	<b>Total Annual Budget</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Carers Support</b>				
Bromley Mencap	18			18
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Carers Bromley – Hospital Worker	15	15		30
Carers Bromley – universal respite	106			106
<b>Total Carers</b>	<b>459</b>	<b>125</b>	<b>0</b>	<b>584</b>
<b>Dementia Support Hub</b>				
Bromley & Lewisham Mind Ltd			511	511
<b>Total Dementia Support Hub</b>	<b>0</b>	<b>0</b>	<b>511</b>	<b>511</b>
<b>Strategic Partnership Contracts</b>				
Bromley Citizens Advice Bureaux Ltd	102	43		145
Community Links Bromley	109	47		156
Age UK Bromley & Greenwich	80	34		114
Bromley & Lewisham Mind Ltd	50			50
Bromley Mencap	51			51
<b>Total Strategic Partnerships</b>	<b>392</b>	<b>124</b>	<b>0</b>	<b>516</b>
<b>UNCOMMITTED BCF</b>				
<i>Carers and Self Management</i>			1,651	<b>1,651</b>
<b>Grand Total</b>	<b>851</b>	<b>249</b>	<b>2,162</b>	<b>3,262</b>

12.3 The bids will be negotiated to determine a final split but here is a draft indicative budget setting out how the funds could be redirected to better target our shared outcomes for Primary and Secondary Intervention services:

New Categories for Primary and Secondary Intervention & Wellbeing Services	LBB	CCG	BCF	Indicative Budget £000
	Existing Spend £000	Existing Spend £001	New funding £000	
Carers Support	459	125	166	750
Dementia Support			511	511
Services to Elderly Frail	80	34	536	650
Services for Residents with Long Term health Conditions			650	650
Learning and Physical Disability	51		94	145
Mental Health (exc. Dementia)	50		100	150
Single Point of Access	102	43	105	250
Support to the Sector	109	47		156
<b>Grand Total</b>	<b>851</b>	<b>249</b>	<b>2,162</b>	<b>3,262</b>

12.4 As can be seen from the table above the total funding available is £3,262k split between £851k LBB funding, £249k CCG and £2,162k of funding from BCF.

### 13. PERSONNEL CONSIDERATIONS

13.1 No Bromley staff affected as the service will continue to be outsourced to third sector providers.

### 14. LEGAL CONSIDERATIONS

14.1 This report seeks the approval of the Executive to to develop a Primary and Secondary Intervention Fund workstream within the Better Care Fund and existing strategic partner funding and the approval to procure a contract for eight categories of Third Sector integration and well-being services for a period up to three years with an option to extend for a period of two years subject to agreed funding with an estimated total value of £3.2 million per annum.

14.2 Rule 5 of the Contract Procedure Rules provides that for a contract with a total value of £1,000,000 or more the Executive will be formally consulted on the intended action and contracting arrangements. Rule 8 of the Contract Procedure Rules provides that for contracts with a value above £500,000/the EU threshold the Council must invite tenders from between 5 and 8 organisations and comply with the Public Contracts Regulations 2015. This contract will fall under the Light Touch Regime under the Regulations but is above the financial threshold for that regime. The Competitive Procedure with Negotiation procedure under Regulation 29 of the Public Contracts Regulations 2015 will be used.

14.3 These services are required pursuant to the following legislation:

14.3.1 Under section 149 of the Equality Act 2010 the Council has a mandatory duty to have due regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The protected characteristics are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

Paragraph 8.4 of this report shows that the officers have had regard to the Equality Act 2010.

14.3.2 Under the Public Services (Social Value) Act 2012 the council has a mandatory duty to consider:

- a) in respect of what is being procured, how what is proposed to be procured might improve the economic, social and environmental well-being of the relevant area, and how, in conducting the process of procurement, it might act with a view to securing that improvement.
- b) whether to undertake any consultation.

Paragraph 6.7 of this report shows that this duty has been considered.

14.4 The report author will need to consult with the Legal Department regarding the contract terms and conditions.

## 15. IMPACT ON VULNERABLE PEOPLE AND CHILDREN

15.1 The impact on vulnerable people and children is addressed throughout the report. The Primary and Secondary Prevention services are designed to prevent vulnerable residents from going into crisis by providing the necessary ongoing support within the community. This will reduce long term care packages and emergency hospital admissions.

Background Documents: (Access via Contact Officer)	Primary and Secondary Prevention Strategy Joint Strategy for Carers, 2016-2020
	Version CP@5/16

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Report No.  
CS17027

## London Borough of Bromley

### PART ONE - PUBLIC

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**Decision Maker:** EXECUTIVE

**Date:** For Pre-Decision Scrutiny by the Care Services Policy Development and Scrutiny Committee on 13<sup>th</sup> September 2016

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** GATEWAY REVIEW OF INTERMEDIATE CARE

**Contact Officer:** Jenny Beasley, Interim Strategic Commissioner  
Tel: 020 8313 4263 E-mail: [jenny.beasley@bromley.gov.uk](mailto:jenny.beasley@bromley.gov.uk)

**Chief Officer:** Stephen John, Assistant Director: Adult Social Care  
Tel: 0208 313 4754 E-mail: [Stephen.John@bromley.gov.uk](mailto:Stephen.John@bromley.gov.uk)

**Ward:** All Wards

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#### 1. Reason for report

- 1.1 Following a Gateway Review Report to Executive on 6<sup>th</sup> February 2013 a joint tender, led by Bromley Clinical Commissioning Group, for Intermediate Care (IC) services, was conducted. For the tender these services were renamed Bromley ReGAIN (Recuperative and Goal focused Assessment and Intermediate Care Service). Executive approved the award of this contract to Bromley Healthcare in October 2013 and the contract commenced in December 2013. For this report the service will be referred to as Intermediate Care (IC).
  - 1.2 The current contract arrangements are due to expire in September 2017 and this report sets out recommendations for ensuring service continuity beyond that point. Approval has been granted for London Borough of Bromley's financial contribution to Intermediate Care until 31<sup>st</sup> March 2017. The report also outlines and seeks approval for an extension to the current funding arrangements until 30<sup>th</sup> September 2017 when it is proposed the service is once again jointly commissioned with the CCG, including additional elements set out in the Executive Report on reablement services.
- 

#### 2. RECOMMENDATIONS

##### 2.1 For the Council's Executive:

- i) To agree the continuation of London Borough of Bromley's current funding arrangements for the intermediate care contract from 1<sup>st</sup> April to 30<sup>th</sup> September 2017 (six month pro-rata amounts) at a cost of £535,500 in 2017/18 of which £150k will be recharged to the Better Care Fund.

- ii) To agree to jointly tender the intermediate care service with the CCG with a new contract commencing on 1<sup>st</sup> October 2017.**
- iii) To agree to contribute a maximum of £1,071k per annum (of which £150k p.a. will be recharged to the Better Care Fund) plus the cost of 6FTE care worker posts (£188k p.a.) to the intermediate care service from October 2017.**

## Corporate Policy

1. Policy Status: Existing Policy:
  2. BBB Priority: Supporting Independence :
- 

## Financial

1. Cost of proposal: Estimated cost : £535,600 for six months to 30th September 2016
  2. Ongoing costs: Non-Recurring Cost : Up to £ per annum from 1st October 2017 to 30th September 2017
  3. Budget head/performance centre: 755610 3250 £1,071k (contribution to health), 833002 \*\*\*\* £188k (personal carers)
  4. Total current budget for this head: £1,259k
  5. Source of funding: Care Services Portfolio Budget
- 

## Staff

1. Number of staff (current and additional): 5.6 6FTE LBB staff working with the IC service (as current)
  2. If from existing staff resources, number of staff hours: n/a
- 

## Legal

1. Legal Requirement: Non-statutory – Government Guidance
  2. Call-in: Applicable
- 

## Customer Impact

1. Average number of assessments completed by Care Managers are in the region of 148 per month
- 

## Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

- 3.1 Intermediate Care Services support Bromley residents by facilitating hospital discharge, supporting better and speedier recovery following a period of hospitalisation, reducing readmission rates and preventing unnecessary hospital admission.
- 3.2 Investing in this type of support can save money in the longer term as people may require less or even no care following a period of intermediate care / rehabilitation. Reabling/ rehabilitation approaches encourage independence and use asset based assessments and support plans which promote support for service users to be able to do things for themselves as opposed to doing things for them.
- 3.3 The intermediate Care service provides both health based therapy services and social care personal care services to patients/ service users who meet the criteria and may be provided in a person's home or in a nursing home bed. People may be provided with the service following a stay in hospital or to avoid a hospital admission.
- 3.4 The majority of people accepted for rehabilitation will either remain in or return to their home within a maximum of six weeks of therapy starting, even if their package of care is significantly different. The whole IC intervention received by service users should not usually exceed six weeks, whichever facets of the service they receive.
- 3.5 The service aspires to increase the individual's functioning (as demonstrated by an agreed assessment tool), and increase the individual's reported quality of life outcome (using a patient reported outcome measure).
- 3.6 The service specification reflects the need to:
- Treat adults of all ages not just older people and include people with dementia or mental health needs.
  - Renew emphasis on those at risk of admission to hospital and residential care.
  - Integrate effectively with mainstream health and social care.
  - Provide timely access to specialist support as needed.
- 3.7 A range of services have been contracted by Bromley Clinical Commissioning Group (BCCG) which the Council contributes to. There is bed based provision delivered by Bromley Healthcare at Lauriston House nursing home and the Community Based Assessment and Rehabilitation Team (CARTS) service which is managed by Bromley Healthcare and which 5.6 FTE LBB direct care staff work within. The service is also supported by 4.25 LBB care management staff who work solely with the IC service and who carry out the social care assessments for referrals to the service.
- 3.8 The contract with Bromley Healthcare is held by the CCG, with the Council contributing funding through an agreement under Section 75 of the NHS Act 2006 with BCCG. The current contract value with Bromley Healthcare is £4.5m per annum. The Local Authority contributes £1,071k per annum towards this, broken down as follows:

£673,500 for 22 Intermediate care beds,  
£397,700 towards the CARTS team

Additionally, the Local Authority provides a non financial contribution of 4.25 FTE Care Manager posts and 6 FTE Personal Carers posts to work alongside the service.

- 3.9 The contract with Bromley Healthcare ends on 30<sup>th</sup> September 2017. It is proposed that the current funding arrangements are extended until then, and that joint work begins between the Council and the CCG to retender intermediate care services as one contract, held by the CCG. The intention is to retender these services as part of the CCGs wider Community Health Contract.
- 3.10 The specification for the new service will be jointly developed to ensure it meets the needs of all Bromley residents. There will be some alterations to the current specification if the proposal to include the Council's reablement service (covered in a separate report on this agenda) is approved. The inclusion of the reablement services provides opportunities for efficiencies in the way in which the social care element of the IC service and the reablement is delivered. In practice the care workers in the IC service are providing reablement – the difference between IC and the in house reablement service is simply that the IC service works alongside health based therapists.
- 3.11 The new contract will be held by Bromley CCG with the Council making a financial contribution of up to £1,259k per annum through an agreement under section 75 of the NHS Act 2006 with BCCG. The tender evaluation panel will include representatives from both health and social care, including representation from LBB Finance team. The contract award report will come to Executive for approval once the tender process is complete.
- 3.12 The total amount the CCG commits to intermediate care is £3,430k, the Local Authority contributes £1,520k including the personal care staff and the care managers. The apportionment of any reduction in cost to the Council accruing from this bid will be predicated on this same basis as the percentage split of total funding.

#### **4. SERVICE PROFILE / DATA ANALYSIS**

4.1 The overall health and social care outcomes that are sought through the Intermediate Care service are:

- Reduction of time spent in acute settings through early facilitated discharge;
- Avoidance of re-admission within 6 weeks of discharge;
- Avoidance of residential and nursing care
- Reduced reliance on ongoing social care support
- Improved health of service users;
- Improved emotional and social well-being through reduction of stress during periods of illness;
- Improved self-care skills by service users; and
- Improved satisfaction of service users and their carers.

4.2 The joint service contributes to :

- Reduction in demand for acute hospital beds;
- Reduced length of stay in hospital;
- Improved co-ordination of all intermediate care services;
- Improved efficiency of services; and
- Identification of trends and improvement in knowledge of service use/demand.

## **5 CUSTOMER PROFILE**

5.1 To be considered for intermediate care a referred person:

- must be over the age of 18
- must live in the London Borough of Bromley, and/or have a Bromley GP
- suitable for IC, i.e. do not require emergency medical treatment to be undertaken in an acute setting and has potential for rehabilitation
- should benefit from assessment/interventions from more than one discipline
- should require rehabilitation input and may additionally require low-tech medical or nursing
- will not require immediate use of hospital specialist medical or surgical services. The patient should not meet the Royal College of Physicians criteria for appropriateness for acute hospital admission (AEP)
- must therefore be medically stable and should not require extensive clinical investigations that cannot be managed on an outpatient basis
- will have consented to accept the service
- If unable to consent then a capacity assessment to be completed prior to acceptance.

5.2 The service is expected to offer equal access to all patients on the basis of their clinical need and fit within the catchment area of the service.

## **6. MARKET CONSIDERATIONS**

6.1 It can be expected that there will be reasonable competition for the award of any new contract. When the contract was tendered in 2013 there were three reference bids and two variant bids submitted by providers who have experience of delivering similar provisions both within and outside of the Bromley area.

6.2 Market engagement has been built into the procurement timetable to ensure providers are briefed on the purpose of the service and the forthcoming opportunity to tender.

## **7. STAKEHOLDER CONSULTATION**

7.1 Public/patient engagement and market engagement have been built into the CCGs procurement plan.

## **8. SUSTAINABILITY / IMPACT ASSESSMENTS**

8.1 As part of tender evaluation questions, providers will be asked to demonstrate their understanding of the Social Value Act and plans for compliance as part of their bids.

8.2 The service will particularly benefit people over the age of 18 who would benefit from a period of intermediate care in order to achieve longer term independence.

## **9. OUTLINE PROCUREMENT STRATEGY & CONTRACTING PROPOSALS**

9.1 The CCG will lead on the procurement of this contract as one lot within the tendering of the CCGs Community Health Contract. LBB Officers will jointly develop the service specification and participate in the tender evaluation.

9.2 Bids will be evaluated against measures in the following key measures or similar: Local Integration, Clinical, Workforce, Information Management and Technology, Infrastructure, Equipment, Financial / Commercial competency, Contract Management.

9.3 The proposed contract period will be 5 years with an option to extend for a further 2 years.

9.4 The contract will be managed by the CCG with monitoring requirements linked to the outcome measures set out in the service specification which will include patient satisfaction and attainment of individual identified goals, reducing long term care packages through the reablement element and supporting hospital discharge. There will also be a reporting line into Council commissioners.

## 10. POLICY CONSIDERATIONS

10.1 This builds on existing policy to support the Councils priority of supporting independence.

## 11. COMMISSIONING & PROCUREMENT CONSIDERATIONS

11.1 The anticipated timescale for the procurement is outlined below.

July 2016	Commissioner Workshops
August 2016	Public/Patient Engagement
September 2016	Market Engagement
October 2016	Finalise Requirement and Documentation
November 2016	Start of Procurement
January 2016	Evaluation
March 2017	Contact Award
April – September 2017	Mobilisation

11.2 Joint discussions have already begun on the content of a new service specification; a workshop was recently held with key officers from LBB and the CCG. The intention is to retender these services as part of the CCGs Community Health Contract with a proposed award date of March 2017. The CCG will lead on the procurement with input from LBB on the service specification and tender evaluation.

## 12. FINANCIAL CONSIDERATIONS

12.1 The Council's contribution to the Intermediate Care Service provided by Bromley Healthcare currently totals £1,071k per annum comprising:

- £673k for Intermediate care beds,
- £398k towards community team costs recharged to LBB under the Section 75 agreement .

Additionally the Council funds 4.25 Care Manager posts and 6 Personal Carers posts which work with the CARTS service.

12.2 It is proposed that from 2017/18 the Council will contribute a maximum of £1,071k per annum (of which £150k will be recharged to the Better Care Fund and £150k reduction should be achieved through efficiencies as a result of the retender) to the IC service plus the cost of the 6FTE care worker posts (currently £188k per annum). The £261k for Care Managers will remain in house and would not form part of the new contract

12.3 It should be noted that in 2016/17 £300k of the cost to the Council is being funded through the Better Care Fund. This continues in 2017/18 for a further six months (to end of September 2017). From October 2017/18 it has been agreed with the CCG that £150k of this will continue to be charged to the Better Care Fund and that it is expected that the retender will produce at least £150k efficiency in the new contract. Any additional efficiencies gained will be allocated to the Council and the CCG in accordance with their respective percentage contributions to the overall service.

12.4 The cost to the Council of the Intermediate Care service is outlined below

<b>Intermediate Care</b>				
		<b>Apr to Sep</b>	<b>Oct to Mar</b>	
	<b>2016/17</b>	<b>2017/18</b>	<b>2017/18</b>	<b>FYE 2019/20</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Care Beds	673	337	336	673
Contribution to CARTS Team	398	199	199	398
Cost of Personal Carers	188	94	94	188
Cost of Care Managers	261	130	131	261
BCF Contribution	- 300	- 150	- 75	- 150
Estimated savings from retender	-	-	- 75	- 150
<b>Cost to the Council</b>	<b>1,220</b>	<b>610</b>	<b>610</b>	<b>1,220</b>

### 13. PERSONNEL CONSIDERATIONS

13.1 Council staff currently working with Bromley Healthcare in the CARTS service will continue to work with the Bromley Healthcare service until 30<sup>th</sup> September 2017. Engagement with staff and their representatives has taken place as proposals have been developed. In the event that a decision is made to retender the service then staff and their representative will continue to be fully informed on the staffing implications.

13.2. As more detailed proposals are developed these would be the subject of formal consultation in accordance with Council policies and procedures and with due regard for the existing framework of employment laws. The procurement process would consider whether or not the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) as amended by the Collective Redundancies and Transfer of Undertakings (Protection of Employment) (Amendment) Regulations 2014 would apply.

### 14. LEGAL CONSIDERATIONS

14.1 Under Section 75 of the NHS Act 2006, the Council can enter into an agreement with an NHS organisation to jointly fund health and social care services. These services will be tendered by BCCG.

<b>Non-Applicable Sections:</b>	
Background Documents: (Access via Contact Officer)	<p>PROPOSED DEVELOPMENTS IN INTERMEDIATE CARE SERVICES – Report to Adult and Community PDS and Portfolio Holder 2nd November 2010</p> <p>CONTRACT FOR INTERMEDIATE CARE - Report to Adult and Community PDS 13th December 2011</p> <p>RESIDENTIAL INTERMEDIATE CARE SERVICES - CONTRACT EXTENSION – Report to Executive 1st February 2012</p> <p>GATEWAY REVIEW OF INTERMEDIATE CARE – Report to Executive 6<sup>th</sup> February 2013</p> <p>Intermediate Care Contract award report 16<sup>th</sup> October 2013</p>



Report No.  
CS17030a

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** EXECUTIVE

**Date:** For Pre-Decision Scrutiny by the Care Services Policy Development and Scrutiny Committee on 13<sup>th</sup> September 2016

**Decision Type:** Non-Urgent Executive Key

**Title:** COPPICE/SPINNEY AND THE GLADE – CONTRACT AWARD

**Contact Officer:** Colin Lusted, Business and Planning Manager  
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Carol Fletcher, Procurement Officer  
Tel: 020 8461 7681 E-mail: [carol.fletcher@bromley.gov.uk](mailto:carol.fletcher@bromley.gov.uk)

**Chief Officer:** Stephen John, Assistant Director: Adult Social Care  
Tel: 020 8313 4754 E-mail: [stephen.john@bromley.gov.uk](mailto:stephen.john@bromley.gov.uk)

**Ward:** (All Wards);

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1. Reason for report

- 1.1 This document is a summary to the Part 2 'Coppice/Spinney & the Glade – Contract Award' to be considered by Executive on 14 September 2016 with pre-decision scrutiny by the Care Services Policy and Development Scrutiny Committee on 13 September 2016.
- 1.2 The summary provides an overview of the process for the tendering of the learning disability supported living schemes in accordance with the Council's financial and contractual requirements.
- 

2. RECOMMENDATION

- 2.1 Care Services Policy Development and Scrutiny Committee are asked to note and comment on the contents of this report prior to the Council's Executive being asked to:
- i) Note the summary when considering the recommendations in the Part 2 – Appendix Detail report to award the tender.

## Corporate Policy

1. Policy Status: Existing Policy:
  2. BBB Priority: Supporting Independence:
- 

## Financial

1. Cost of proposal: No additional cost of undertaking this proposal.
  2. Ongoing costs: Recurring Cost: The existing cost of the 2 schemes is £1,076,075pa. The future recurring cost from 28/11/2016 resulting from the tender of these schemes would be £997,021pa
  3. Budget head/performance centre: 819\*\*\* 3618 (Learning Disabilities Supported Living)
  4. Total current budget for this head: £10,383,000 per annum
  5. Source of funding: Contained within existing budget, no additional funding required
- 

## Staff

1. Number of staff (current and additional): LBB staff are in engaged in contract monitoring and quality assurance
  2. If from existing staff resources, number of staff hours: Approximately 0.1FTE (3.6 hours per week average) Contract Compliance Officer time to monitor the Contracts.
- 

## Legal

1. Legal Requirement: Statutory Requirement:
  2. Call-in: Applicable:
- 

## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): 11
- 

## Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

#### Background:

- 3.1 A Gateway Report (CS15942) was presented to Executive on 2 December 2015 outlining the current provision of supported living services for eleven people with significant disabilities living in two properties. The report projected that these services will be required for future service users in order to prevent the move to expensive residential care. The report detailed the proposed commissioning strategy for the tendering of these services with an emphasis upon ensuring the continued safety and wellbeing of extremely vulnerable service users. Given the vulnerability of tenants living in these schemes the report proposed evaluation of bids using a 60% quality, 40% price split.
- 3.2 The Executive agreed the following:
- i) the schemes be grouped for tendering in order to drive best possible quality / pricing; and
  - ii) commencement of the procurement procedure be approved to enable award of contract in accordance with the Council's financial and contractual requirements; and
  - iii) a decision on evaluation criteria be delegated to the Chief Executive in consultation with the Leader and Portfolio Holder for Care Services, officers having first provided further information to demonstrate how many times (and how cost effectively) a 60% quality criteria has previously been used across services.
- 3.3 A meeting took place in accordance with 3.2 iii) above where it was decided that the tender will be conducted on the basis of 60% price and 40% quality.

#### The Tender Process:

- 3.4 In accordance with the Council's financial and contractual requirements, and following Executive approval on 2 December 2015, the 2 schemes have been subject to a full tender process.
- 3.5 The tender process was undertaken using Pro-Contract, the Council's electronic tendering system. As it was estimated there would be significant interest in providing this service, a two stage open tender procedure was used. A total of 70 suppliers expressed an interest in providing the service with 29 suppliers submitting compliant bids. Following evaluation of the Pre-Qualification Questionnaire, 8 suppliers were shortlisted to go through to the second 'service specific' stage of the tender process, three of whom then declined to progress.
- 3.6 The second stage of the tender process was evaluated on the basis of Award Criteria questions in accordance with the Public Contracts Regulations 2015 and the suppliers submitted pricing schedules. The tender submissions were evaluated on a 60% price and 40% quality split. The evaluation of the 40% quality scoring was undertaken against the following subject areas that were weighted as shown:

1	Financial Resources & Contract Affordability	5%
2	Implementation	20%
3	Training & Workforce Development	20%
4	Quality Assured Services	20%
5	Complex Needs and Achieving Outcomes	20%
6	Stakeholder Engagement	15%

- 3.7 The tender prices were evaluated using the Chartered Institute of Public Finance & Accountancy (CIPFA) Evaluation Model, which calculates all the prices received from individual

bidders and produces an overall mean price value, i.e. the arithmetic average value bid across all tenders received. Individual scores are then allocated for each 1% the bidder's tender value was above or below the mean price received for all bids.

- 3.8 The overall weightings for this contract evaluation were set to identify the Most Economically Advantageous Tender (MEAT) and deliver the best possible combination of whole-life cost and quality to meet the Council's requirements.
- 3.9 The evaluation was undertaken by a panel of Officers and was backed up with supplier interviews to clarify issues identified in the tender submissions. A service user was present at the interviews and asked questions on behalf of service users living in the schemes. The interviews were used to inform the suppliers' final evaluation scores.

**Justification for Award:**

- 3.10 The result of the evaluation process is shown in the Part 2 Appendix Paper which contains the detailed scoring.
- 3.11 A recommendation to award the contract for the provision of supported living services at Coppice/Spinney & the Glade is included within the Part 2 appendix paper.

**4. POLICY IMPLICATIONS**

- 4.1 The Supported Living Service is designed to meet the Council's objectives within 'Building a Better Bromley' to support independence within the community, particularly for vulnerable people.

**5. FINANCIAL IMPLICATIONS**

- 5.1 The financial implications of awarding the Contract are included within the Part 2 Appendix Paper.

**6. LEGAL IMPLICATIONS**

- 6.1 The legal implications of awarding the contract are included within the Part 2 Appendix Paper.

**7. PERSONNEL IMPLICATIONS**

- 7.1 There are no London Borough Bromley employed staff affected by this Tender.

<b>Non-Applicable Sections:</b>	N/A
Background Documents: (Access via Contact Officer)	CS15942 LD Supported Living Gateway Review (Care Services PDS 17 November 2015 and Executive 2 December 2015).

Report No.  
CSD16130

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** CARE SERVICES POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

**Date:** Tuesday 13<sup>th</sup> September 2016

**Decision Type:** Non-Urgent Non-Executive Non-Key

**Title:** FINAL REPORT OF THE AUDIT SUB-COMMITTEE MANORFIELDS REFURBISHMENT

**Contact Officer:** Kerry Nicholls, Democratic Services Officer  
Tel: 020 8313 4602 E-mail: kerry.nicholls@bromley.gov.uk

**Chief Officer:** Director of Corporate Services

**Ward:** N/A

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1. Reason for report

- 1.1 In considering the Capital Programme Monitoring 2<sup>nd</sup> Quarter 2015/16 report at its meeting on 12<sup>th</sup> January 2016, the Care Services PDS requested that a range of issues identified around the refurbishment of Manorfields be considered by the Audit Sub Committee, particularly around major extra costs identified during the refurbishment.
  - 1.2 Following a review of the refurbishment of Manorfields by the Audit Sub-Committee, the redacted final report which outlines the findings of the review was published on 1<sup>st</sup> August 2016.
- 

2. RECOMMENDATION

- 2.1 The Committee is requested to consider the final report of the Audit Sub-Committee with regard to the refurbishment of Manorfields.

### Corporate Policy

1. Policy Status: Not Applicable.
  2. BBB Priority: Excellent Council
- 

### Financial

1. Cost of proposal: Not Applicable
  2. Ongoing costs: Not Applicable
  3. Budget head/performance centre: Democratic Services
  4. Total current budget for this head: £335,590
  5. Source of funding: 2016/17 revenue budget
- 

### Staff

1. Number of staff (current and additional): 8 posts (7.27 fte)
  2. If from existing staff resources, number of staff hours: Not Applicable.
- 

### Legal

1. Legal Requirement: None
  2. Call-in: Not Applicable: This report does not involve an executive decision
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): This report is intended primarily for the benefit of members of this Committee to provide an update on an issue which was referred by the Care Services PDS Committee to Audit Sub-Committee.
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

### 3. COMMENTARY

- 3.1 In considering the Capital Programme Monitoring 2<sup>nd</sup> Quarter 2015/16 report at its meeting on 12<sup>th</sup> January 2016, the Care Services PDS requested that a range of issues identified around the refurbishment of Manorfields be considered by the Audit Sub Committee, particularly around major extra costs identified during the refurbishment.
- 3.2 Following a review of the refurbishment of Manorfields conducted by the Audit Sub-Committee, the redacted final report which outlines the findings of the review was published on 1<sup>st</sup> August 2016 and is attached at **Appendix 1**.
- 3.3 An extract from the minutes of Audit Sub-Committee on 6<sup>th</sup> July 2016 relating to consideration of this item is included in the Part 2 (Exempt) section of the agenda as **Annex A**.

<b>Non-Applicable Sections:</b>	Impact on Vulnerable Adults and Children, and Policy, Financial, Legal, Personnel and Procurement Implications
Background Documents: (Access via Contact Officer)	Final Report of the Audit Sub-Committee: Manorfields Refurbishment

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**FINAL INTERNAL AUDIT REPORT**  
**EDUCATION CARE AND HEALTH SERVICES**

**INVESTIGATION OF THE REFURBISHMENT OF  
MANORFIELDS  
2015/16**

**Issued to: Doug Patterson, Chief Executive**

**Cc Sara Bowrey, Assistant Director Housing Needs  
Peter Turner, Director of Finance  
Mark Bowen, Director of Corporate Services  
Dave Starling, Head of Procurement**

**Prepared by: Principal Auditor**

**Date of Issue: 22nd June 2016**

## INTRODUCTION

Internal Audit were asked to review the Manorfields capital project following referrals from Members of the Care Services PDS, and Chairman of Audit Sub on the 10<sup>th</sup> February 2016. Concerns had been raised at the Committee relating to additional costs above the original estimate of £563,437. Additionally, a member of the public, had emailed the Authority on the 30<sup>th</sup> March 2016 with four questions relating to the refurbishment of Manorfields to a temporary accommodation establishment and contractual arrangements with the Private Sector Leasing Contractor (PSLC).

The Private Sector Leasing Contractor are a Registered Housing Provider who Bromley entered into a contract with on the 12th April 2011 for the provision of securing private sector properties on behalf of the Authority to be used as temporary accommodation and then managing the sign up and rent collection of clients. Prior to entering the contract a report went to the Executive on the 8th December 2010, seeking permission to enter into the contract with PSLC, through the Midlothian Procurement “framework” agreement. The contract was entered into for 5 years, expiring on the 11<sup>th</sup> April 2016.

Bromley then used the Private Sector Leasing Contractor to manage the refurbishment of the former Bellegrove residential home during 2013 and convert this into use as temporary accommodation; 19 one bedroom, 13 two bedroom and 2 three bedrooms accommodation. Bellegrove opened on 18<sup>th</sup> October 2013 and has been subsequently managed by PSLC since then as part of the original contract, whereby PSLC manage client occupation, rent collection and minor repairs. Tendering was carried out for the Bellegrove refurbishment by Company A (formerly the Private Sector Leasing Contractor) with tenders being opened on 2nd April 2013. Company A project managed the refurbishment, initially asking four companies to tender, of which three responded. The Works Contractor (WC) returned the lowest cost tender. Company A assessed the tenders purely on the basis of price and awarded to WC. The total cost of refurbishment for this was £488,988 which was £88,988 overspent on the initial estimated costs and was due to additional works undertaken to storage area. The overspend was funded from the Housing Revenue Budget. Bellegrove opened on 18th October 2013.

Following the completion of the Bellegrove refurbishment, Housing put forward the option of a similar scheme at the Manorfields residential home and to use it as temporary accommodation. Manorfields was a larger scheme of 9 studios, 11 one bedroom, 19 two bedrooms and 5 three bed rooms accommodation. This was approved by the Executive on 15th October 2014.

Internal Audit has previously reviewed contractual arrangements with PSLC during an audit of Temporary Accommodation carried out in May 2015. This review included performance monitoring of the contract, arrangements to collect rent from clients to pay over to Bromley and verification of the

business case for Bellegrove. The audit report generated three priority one recommendations relating to lack of contract monitoring meetings, rent collected not being paid over to Bromley and no reconciliation of income collected.

This Investigation report will seek to address the questions posed by a member of the public, the concerns held by Members regarding the overspend and will include any additional findings identified whilst undertaking the review, with regard to project management, contractual arrangements and budget monitoring.

## **METHODOLOGY**

The investigation was conducted by carrying out interviews, gathering information and reviewing and evaluating the quality and completeness of this information as detailed below:

- To determine expenditure on the Manorfields project reports were run from the Authorities financial system (Discoverer). Processed invoices in relation to the project were reviewed to identify suppliers and goods and services paid for.
- Committee reports and minutes relating to Bellegrove, Manorfields and the Private Sector Leasing Contractor were sourced.
- The Contract document was obtained from Housing, tender returns for Bellegrove, the works specification for Manorfields and one of the requested quotes for the replacement boiler was obtained from an external organisation. The other two quotes were requested from the Project Management Contractor (PMC), but have not been provided and the company have stated that these documents are not available.
- The business case for Manorfields set out in the initial report to Committee was reviewed and subsequent supporting documentation obtained from Housing and Finance.
- Companies House searches were carried out on PSLC and other subcontractors and tenderers.
- The following staff were interviewed: Assistant Director Housing, Head of Allocations & Accommodation, Head of ECHS Finance, Head of Corporate Procurement and the Principal Finance Officer ECHS.
- Emails sent in relation to the project were reviewed.
- The project and evidence obtained above was reviewed to ensure compliance with Financial Regulations and Contract Procedure Rules.

## **DETAILED FINDINGS**

### **1. Public Questions**

This section will consider the four questions that were posed by a member of the public, relating to Manorfields conversion. These were received by the Council via email on the 30<sup>th</sup> March 2016 and discussed at Audit Sub-Committee on the 5<sup>th</sup> April 2016. For ease of reference the questions are

shown in bold and the audit investigation findings shown below each question.

**2.Q1. Manorfields - as requested in the email dated 30 March to Committee members will the Committee undertake an investigation into the business case for establishing Manorfields as a Hostel for the Homeless**

3. The business case, as set out by Housing in the report to Care Services PDS on the 2<sup>nd</sup> October 2014 and Executive Committee on 15<sup>th</sup> October 2014 on the was reviewed. The business case was reported as:

<b>Financial summary</b>	£
Total cost of refurbishment work	£492,515
Total cost of fees	£70,922
Full year average revenue saving against NPA net costs	(£262,959)
Full year lease income	(£59,365)

4. In real terms the opening of the site would financially benefit the Authority by £322,324 (£262,959 + £59,365) a year and would therefore pay for itself after 1.75 years ((£492,515+£70,922)/£322,324) The figures stated in the business case were examined and as far as possible seem accurate given information available. The following paragraphs explain the process of verifying that this is correct.

5. The total amount of £563,437 (cost of refurbishment work and fees) was derived on an assessment carried out by PMC). PMC estimated the costs based on works carried out on Bellegrove and amended for the size and additional requirements of Manorfields. The assessment of Mechanical and Electrical services was carried out by Electrical Consultant Company(ECC) on behalf of PMC. This was completed on 28th April 2014 and was a visual non intrusive survey, i.e. plant and equipment was not operated. The assessment assumed that the boiler would be serviceable as it had been at Bellegrove.

6. Internal Audit conducted a Company's House search of PMC and identified that the Director of PMC, Director A was formerly a Director of PSLC up until the 21<sup>st</sup> March 2013 and a Director of Company A until 31<sup>st</sup> March 2013. The Assistant Director Housing confirmed with audit that she knew of this association but was satisfied that these arrangements did not prejudice the council.

7. The expected savings(£262,959) on spend against Nightly Paid Accommodation (NPA) costs were provided by the Principal Finance Officer, ECHS as follows:

	No. of units	Weekly Cost £ (net of subsidy)	Annual cost £
Studio	9	584.19	30,378
1 Bed	11	1187.34	61,742
2 Bed	19	2397.42	124,666
3 Bed	5	887.95	46,173
	44		262,959

8. The number of units was confirmed in an email from PMC to the Assistant Director Housing. The weekly cost (net of subsidy) was calculated by the Principal Finance Officer, ECHS who maintained the costs of NPA on a spreadsheet. A copy of this spreadsheet was provided to Internal Audit and was reviewed and verified.

9. The full year lease income figure of £59,365, is based on the total expected income to be received as rent (£378,270) less costs (in total £318,905). The costs as set out in the Care Services report of 2<sup>nd</sup> October 2014 are expected to be:

Costs Management fee	£93,600
Staffing	£56,643
Arrears/bad debts	£37,496
Maintenance/utilities, etc	£131,166
<b>Total</b>	<b>£318,905</b>

10. Although the business case was accurate given the expected capital cost of refurbishment and fees, it had not been factored in that there would be revenue costs of £33,685.15 for utility payments and £48,482.81 of other payments to PSLC including the cost of beds, furnishings, security and survey fees, paid between November 2014 and April 2016.

### **Audit Conclusion**

11. Despite the additional revenue costs that have not been included Internal Audit can give assurance that the values stated in the business case were accurate given information held at the time of the Committee report and that the business case should allow for significant savings to the Authority, even with the increased costs. Using the revised estimate of final expected cost of £798k (see paragraph 38) the revised time to pay for itself would be a minimum of 2.48 years.

**12.Q2. Manorfields - as requested in the email dated 30 March to Committee members will the Committee undertake an investigation into the tendering process for the refurbishment work and the award of the contract to the Private Sector Leasing Contractor.**

13. The minutes of the Executive Committee of 15th October 2014 approved the use of PSLC to oversee the Manorfields project through the planning and refurbishment works. PSLC appointed MHA to project manage the works as well as the responsibility for gaining planning approval. For this PMC will charge 10% of the total cost (or approximately £56,000). As part of this management responsibility PMC would organise the selection of main contractor who was to carry out the work and oversee the operational side of the refurbishment. The WC was selected to carry out the refurbishment work and had also been the main contractor for the Bellegrave works.

14. The decision to award the refurbishment work at Manorfields to the same contractor could not be evidenced. In interview on the 25<sup>th</sup> February 2016 the Assistant Director Housing stated that that had been a verbal decision made with a former Chief Officer. The basis was of the decision was apparently that WC had won the tender on the project at Bellegrave and Manorfields would be of similar size and scope.

15. Tendering was carried out by Company A (the previous name of PMC) for the refurbishment works on Bellegrave, to which WC submitted the lowest tender and were duly awarded the contract. The results of the tender were as follows:

Contractor 4:	No Tender Returned
Contractor 1:	£460,530
Contractor 2:	£398,620
Contractor 3 (WC):	£352,057

16. The tender evaluation report which Company A provided on the 16<sup>th</sup> April 2013 summarised the results of the tendering but makes no mention of performance, references received, assessment of financial position of any of the tenderers and bases the decision to award purely on cost. Bromley's Contract Procedure rules section 10.2 states that as well as cost other factors including 'service, quality of goods, running costs, technical merit, previous experience, delivery date, cost effectiveness, quality, relevant environmental considerations, aesthetic and functional characteristics (including security and control features), safety, after-sales services, technical assistance and any other relevant matters' should be considered when deciding which tender is the most economically advantageous. However without a contract with PSLC to deliver this competitive tendering element and no specific mention in the committee report it is not possible to evidence if the rigours of Bromley's Contract Procedure Rules were passed on to PSLC in this instance.

17. The tender returns for Bellegrave were reviewed by Internal Audit and it was confirmed that they were accurate and that all contractors were asked to tender for the same contract specification.

18. In a letter dated 15<sup>th</sup> January 2015 from PMC to Bromley, it was confirmed that WC would undertake the work at Manorfields using “rates that are representative of the Bellegrove rates”. A copy of the revised schedule of rates was requested by Internal Audit from PMC/ WC to confirm that the quoted costs for Manorfields were “representative” of the rates charges for the Bellegrove works. This revised schedule has shown that a large number of rates have changed above the rate of inflation. An example being the cost of new showers tray cubicles, the unit cost increased from £800 per cubicle to £1,020 for Manorfields, an increase of 27.5%. It is apparent that no officer from Bromley has identified that the unit costs between the two sites have increased despite assurances from PMC to the contrary. An email received from PMC on 31<sup>st</sup> May 2016, stated that the rates for material and labour had in fact been increased between the two sites.

19. Managing the refurbishment of work does not form part of the terms of the original contract entered into with PSLC. Separate leases were drawn up for both Bellegrove and Manorfields, as well as separate SLAs for the management of both units. As stated above a separate contract or variation to the original contract, have not been drawn up, to encompass the refurbishment work and the management of the project. This is further expanded on in paragraph 54. In discussion with Housing Management it was acknowledged that additional costs would have been incurred if tendering had been undertaken. PSLC and PMC would have charged additional fees to undertake the tendering work, additional security costs of around £2k per week and additional refurbishment costs resulting from further deterioration of the premises whilst vacant would have been incurred.

### **Audit Conclusion**

20. Internal Audit cannot give assurance that best value was obtained when the decision was taken to award the contract for the refurbishment of the work to WC. Evidence provided to Internal Audit indicates that there is a difference between rates quoted for Bellegrove and those proposed for Manorfields. Internal Audit are still awaiting documentation which could be material to this conclusion. No assurance can be gained that WC would be the best contractor in terms of price, performance, quality of work or other non-financial factors. With no tendering for Manorfields VFM cannot be verified and this is a breach of Bromley’s CPR section 8.1.1.

### **21.Q3. Manorfields - as requested in the email dated 30 March to Committee members will the Committee undertake an investigation into the tendering process and the cost of replacing the boilers at the Manorfields site**

22. In an email from the Assistant Director, Housing on the 5th April 2016 it was confirmed that tenders were sought by PMC for the purchase of a boiler and additional works to install it at Manorfields.

23. Internal Audit requested sight of all of the tenders received by PMC, initially from Housing and then direct from PMC, but to date only one has been provided by Housing; the most expensive quote from ECC. The AD Housing confirmed in an email resent from PSLC that the tenders received were as follows:

Boiler contractor 1 ECC – £100,936  
 Boiler Contractor 2 £94,940 (This was revised to £91,420)  
 Boiler Contractor 3 £75,685

24. This information was not available as an independent source document from PMC neither were the original tender documents submitted by Boiler Contractor 2 or Boiler Contractor 3 evidenced. This would be contrary to contract procedures rules where tendering documents need to be retained for a minimum of 6 years.

25. Copies of the invoices received for the boiler from the winning contractor, Boiler Contractor 3, confirm that the final cost of the boiler works were £65,800 and thus it was £9,885 less the tendered cost of £75,685 and £29,200 under the initial expected cost of £95,000 (see paragraph 29). Without copies of the winning tender it is questioned how effective monitoring of project costs could have been achieved.

26. Due to the tenders not having been received from each of the suppliers it is not possible to give assurance that each contractor was requested to quote on the same scheme of works and boiler.

27. In an email dated the 9<sup>th</sup> of February 2016 the Chair of Audit Sub Committee was requested to look at the projected overspend on the Manorfields project by the Ward Councillor. This was referred to Internal Audit on the 10<sup>th</sup> February and was therefore included in this review.

28. It was reported to the Executive on the 2nd December 2015 that additional works would be required to replace the boiler and meet other environmental standards. Members of the Executive were requested to approve the use of £450k additional funding available from the Greater Local Authority (GLA) for tackling homelessness, specifically towards the refurbishment costs of Manorfields. This approval was minuted.

29. The Assistant Director Housing provided the breakdown of the expected costs of the replacement boiler and additional works, as shown in the table below. This information had been sourced from PMC schedule of costs dated 16/9/15. A breakdown of the expected £95,000 was provided and shows that this is not just for the cost of the boiler (£41k), but also to install it and the purchase of additional equipment to support the installation.

<b>Boiler and flue work</b>	
Provide and install new boiler and overhaul/service existing boiler	41
Overhaul, rectify leaking flue to allow recommissioning	15



Provide automatic control panel to boiler room	18
Supply and install new thermometers and gauges	6
Remove calorifiers manholes clean inside, replace manholes and chlorinate complete building	5
New automatic gas shut off valve to boiler room and running of new main to laundry incl. shut off valve.	10
Building work in connection with mechanical installation	0
Total	<b>95</b>

### **Audit Conclusion**

30. Although source documentation has not been provided to Internal Audit, it appears that tendering was carried out by PMC and that the contract was awarded to the lowest tenderer. Internal Audit is still trying to obtain documentation.

### **31.Q4. Manorfields - as requested in the email dated 30 March to Committee members will the Committee undertake an investigation into the appointment of the Private Sector Leasing Contractor to manage the Manorfields facility**

32. The original contract with PSLC was entered into via a "framework" agreement set up by Midlothian Council which went through a full competitive tendering process in 2007. Bromley entered into a contract on 12<sup>th</sup> April 2011 and this ran for 5 years. The contract requires PSLC to seek a minimum of 150 properties for Bromley and to manage them including collecting rent. There is not a maximum number of properties to manage. The nature of the framework was reviewed by Internal Audit and discussed with the Head of Procurement (HoP). The HoP advised that the Authority had been correct to use this agreement in 2011 but would not be able to use this agreement in 2016 when the contract expired which the Council has not. This was because when Midlothian Council retendered in 2013, only they and one other Authority, East Lothian, were named on the OJEU notice.

33. Current contractual arrangements allows for the management of both Bellegrove and Manorfields. Both properties are supported by negotiated lease agreements between the authority and PSLC.

34. The Gateway report CS16007 'Exec' 13th January 2016 recommended that a new contract be set up with PSLC for 3 years plus potentially another 2. Members resolved to support the recommendation and the new contract came into effect on the 1<sup>st</sup> April 2016.

### **Audit Conclusion**

35. Internal Audit considers that Bromley complied with its Contract Procedure Rules and Financial Regulations in entering into a contract with the Private Sector Leasing Contractor in 2011, which later allowed for the use of PSLC to manage the Manorfields site. The renewal of this contract is dealt with in paragraph 57.

### 36. Additional findings.

During the investigation work undertaken by Internal Audit to satisfy Members concerns and the member of the public's questions, other issues were identified as discussed in the paragraphs below.

### 37. Overspend above feasibility study expected cost

The Manorfields project, as reported to Care Services PDS on the 2<sup>nd</sup> October 2014, was initially expected to cost £563,437 as set out in the business case, with £492,515 for the contract price and £70,922 for the cost of fees.

38. Having identified that there would be additional costs for replacing the boiler and replacing the doors, the Executive were requested to give approval to use the £450k tackling homelessness grant available from the GLA. However as part of this grant application higher standards not identified at the start of the project and additional security would be required to meet the criteria set by the GLA. The total of these additional costs over the initial value detailed in the feasibility study is £235k, the breakdown is shown in the table below.

<b>Initial Contract Price submitted</b>	<b>608</b>
Savings negotiated against initial contract price	
Reduced bathroom specification	33
Reduced storage facilities	12
<b>Revised contract price/LBB contribution</b>	<b>563</b>
<b>Amendment additions</b>	
Secure by design (detailed costing attached)	49
Upgrade from overhaul to new boiler and flue (detailed costing below)	95
Planning/Environmental services requirements (detailed costing below)	55
New fire doors	36
<b>Amendments/variation</b>	<b>235</b>
<b>Total revised cost</b>	<b>798</b>
GLA grant funding	450
<b>Revised cost to LBB</b>	<b>348</b>

39. From the initial feasibility study, reported to Bromley in January 2015 by PMC and initial inspections, it was assumed by ECC, the mechanical and electrical surveyors, that the boiler at Manorfields could be repaired and made operational rather than be replaced. However once occupation of the site and commencement of works it became apparent that the boiler would need replacing at an additional cost of £95k. The doors would also need

replacing to meet fire standards at a cost of £36k. Neither of these cost elements were foreseen at the initial assessment.

40. The revised contract price of £563,437 was derived from a feasibility study carried out by PMC. This study estimated the costs based on works carried out at Bellegrove and amended for the size and additional requirements of Manorfields. This was confirmed in a letter from PMC to Bromley dated 11<sup>th</sup> January 2015, in which PMC states that :-

*41. "We have reviewed the rates in detail and would comment that we consider that the rates are fair and reasonable, WC have been very open with their pricing methods and we are confident that the rates are representative of the Bellegrove rates and the increase in cost over the budget price is largely down to the size of the property compared to Bellegrove, and the amount of works required to undertake the conversion."*

42. The assessment of Mechanical and Electrical services was carried out by ECC on behalf of PMC. This was carried out on 28th April 2014 and included a sight visit but could not test the boiler and plant equipment as the sight was occupied. The assessment assumed that the boiler would be serviceable as it had been at Bellegrove. Subsequently this was found not to be the case and the replacement of the boiler and associated works would cost an additional £95k.

43. PMC failed to identify that the doors did not meet the fire standards as they assumed given Manorfields previous use, that the doors would be up to standard and would not need replacing. This resulted in an additional cost of £36k.

44. Internal Audit therefore concludes that the feasibility study was not effective. Unforeseen costs of potentially £131k (£36k + £95k) have arisen, impacting on the financial management of this project.

#### **45. Final Cost of work**

A discover report was run on the 25<sup>th</sup> May 2016 for the expenditure coded to the Manorfields capital cost centre. From this report the total spend to date was £705,490.24. A separate report of all payments made to PSLC for revenue expenditure found a payment of £173,813.40 which was for the refurbishment of Manorfields. It was apparent that this payment had been coded to the wrong cost centre and should have been coded to the capital cost centre. With this payment included the total cost of Manorfields expenditure is £879,303.64.

46. It was discussed with the AD Housing and Head of ECHS Finance that £33,685.15 of utility payments and £48,482.81 of payments to PSLC for the cost of beds, furnishings, security and survey fees should actually have been coded to a revenue rather than capital budget. If these payments are excluded the revised capital costs would therefore be £797,135.68 (£879,303.64 less £33,685.15 and £48,482.81) against an expected spend

of £798,000. The expected spend was provided the Head of ECHS Finance by e-mail on 11<sup>th</sup> February 2016.

47. It is anticipated that there will still be costs in respect of this project. A retention payment of £36,250 is still due to the contractor, WC, which will be settled six months post completion and there are no issues once the site has been opened. In an email from the Head of ECHS Finance on the 27<sup>th</sup> May 2016, it was stated that the AD Housing believes the retention payment has been made to PSLC. Internal Audit cannot confirm this from reviewing invoices paid. The final settlement of accounts for Manorfields has not yet taken place.

48. Due to the limited detail on the invoices received from PSLC and backing documentation attached, it has not been possible to identify the full breakdown of costs for the Manorfields refurbishment. As discussed in paragraph 50 this has been requested from PSLC and PMC, but not yet provided.

49. Internal Audit cannot conclude yet on the final cost of work due to the final account with PSLC not having been settled. A final account will have to be settled with PSLC which will include savings made on the boiler works and final retention payments to be made.

#### **50. Retention of Documentation**

Key information was not available to the Internal Audit investigation. At the start of the review Housing were asked to provide copies of source documents to support the refurbishment work at both Manorfields and Bellegrave. This information was not held by Housing and Internal Audit had to approach PSLC and PMC to request submission of key documents for review. The following information was received from the contractors :-

- tenders received for the refurbishment of Bellegrave,
- scheme of rates charged by WC for Manorfields

The following information was requested but was not provided:

- Two of the three tenders received for the replacement boiler at Manorfields
- A detailed breakdown of all the costs incurred. (This will be provided with the final account)

51. Internal Audit can conclude that CPRs and Financial Regulations have been breached with respect to retention of documentation.

#### **52. Contractual arrangements**

Although a contract with the Private Sector Leasing Contractor is in place as signed in April 2011, this does not cover refurbishment works to be carried out for either project or the project management of these schemes. There has been no variation to contract to support the change in service delivery from temporary accommodation management to project

management of a capital large. It was discussed with Housing and evidenced on the paid invoices that PSLC would receive 5% of the refurbishment costs submitted by WC. Similarly PMC have received 9.75% of the cost of refurbishment. However neither rates have been evidenced in writing in a contract agreement for Internal Audit to verify.

### **53. Building Control**

The Building Control approval for Manorfields was signed off by Salus Approved Inspectors on the 15/03/16. This company was engaged by PMC. It is unclear from invoices submitted but it is estimated that the cost of this service was £1,500. It is unclear why Bromley's internal Building Control section were not requested to conduct the necessary inspections and sign off.

### **54. Project Sign Off**

Throughout the project PMC has signed off all stage payments that have been submitted in their role as project managers. Originally PMC would have signed off the completed works, but at a meeting on the 23<sup>rd</sup> March 2016 Bromley Chief Officers agreed that an independent sign off of the work would be obtained from Bromley's Property Services. This is currently being undertaken, as at the 09/06/16.

### **55. Renewal of the Contract**

The contract with PSLC to seek properties for TA Provision and manage the tenancies has been awarded for three years effective from 1st April 2016. The award of contract was not competitively tendered; a report to Care Services PDS on 12 January 2016 and subsequently the Executive on the 13<sup>th</sup> January 2016 approved the award of contract and superseded the waiver process.

56. The report to Care Services on 12<sup>th</sup> January 2016 advises Members that private sector leasing (of which PSLC is one such scheme) is a net nil cost to the Council. This is because the contract is agreed such that, for all clients, Bromley will pay a management fee for that client to PSLC. Additionally a rental cost will be passed to the landlord via PSLC for each client in the private sector leasing scheme. This arrangement is slightly different for Bellegrove and Manorfields, a rental charge is not paid, but additional management fees, staffing costs and maintenance charges will be paid to PSLC directly by Bromley. Bromley will then recover these costs from the client via Housing benefit and a rental charge. The collection of the rental charge is part of the service provided by PSLC. The cost of the service to Bromley should be cost neutral, however this is dependent on collection rates and recovery of rent. As Bromley are incurring expenditure in the first instance, the financial risk lies with Bromley.

57. Bromley is paying PSLC a management charge of £397k per year, as paid in 2015-16, for private sector leasing (PSL) and Bellegrove. This figure will increase in 2016-17 by an estimated £150k per year as Manorfields is now open.

58. Examination of the payments and income for 2015-16 found that Bromley paid PSLC £2,050,404.10 for management of clients and lease rent, (only £397K is PSLC Management fee, the rest is passed on by them to the landlord) whilst we received £1,935,347.30 in Housing Benefit and payments from clients. £76,213.27 of charges is to be written off (relating to debts from 2011 to 2016) and reconciliation is due to take place of clients who will have left during this time whereby PSLC will make a final payment to Bromley of income due once the quarterly reconciliation has taken place.

59. Internal Audit would conclude that the Contract was satisfactorily approved by the Executive Committee based on the information provided to them.

## **CONCLUSION**

60. This has been a difficult investigation to undertake for several reasons; requested documents have not been available which has placed reliance on the recall of one officer; it has been necessary to engage with external organisations (PSLC and PMC) to source information all resulting in an inadequate audit trail to support the project, key decisions and variances.

61. Internal Audit has found that the Manorfields project was not robustly managed in terms of financial management and contract monitoring. The audit review has identified several areas of weakness that management will need to consider and implement the recommendations raised in Appendix A.

62. Internal Audit have investigated the questions raised by the member of the public and can conclude in the paragraphs 63 to 66 below.

63. Although the additional costs, shown in para 38 were not included in the business case, Internal Audit can give assurance that the values stated in that document were accurate given the information held at the time of the committee report. The business case should allow for significant savings to the Authority, despite any overspends on refurbishment works. The revised costs could still deliver a return in 2.48 years compared to the 1.75 originally estimated.

64. It cannot be confirmed that best value has been obtained by using WC for the works at Manorfields. Whilst evidence was provided that tendering was undertaken for Bellegrove and the lowest tenderer selected, the variation in rates between Bellegrove and Manorfields does not give assurance that WC would again be the lowest quote if subject to competitive tendering. Furthermore, due to the value of the work, £798K, if the contract was tendered by Bromley the Authority would have had to have sort three tenders for the work to comply with CPR's,. As there was no tendering Internal Audit cannot state that value for money was achieved.

65. Internal Audit have been informed that that there were three quotes for the replacement of the boiler and the lowest was accepted. Although only details of one of the quotes has been provided it has been established that the winning bid was some £29k below the budgeted sum of £95K. In the absence of all the tender documents it has not been possible to confirm that value for money has been achieved on the additional costs incurred for replacing the boiler, although as stated it is known that the lowest bid was accepted on cost.

66. The initial contract agreement for the leasing and management of tenancies with the Private Sector Leasing Contractor via the Midlothian “framework” was satisfactorily carried out in 2011. This contract will allow PSLC to manage the Manorfields site.

67. The Authority will need to compose a suitable response to the member of the public in respect of the four questions raised in his e-mail dated 30 March 2016 and in person at the Audit Sub Committee meeting on the 1<sup>st</sup> April 2016.

68. The initial estimate that the project would cost £563,437 to carry out the refurbishment was underestimated by £235,000, with the final expected cost reported to be £798,000. The reason for this was in part due to an additional cost of replacing the boiler (£95k) and new fire doors (£36k), both of which were not identified within the initial estimate. It is unclear what type of feasibility inspection Bromley was expecting to receive and indeed paid for, but the inspection delivered was not sufficiently detailed to identify the unforeseen costs.

69. Numerous documents were requested from Housing in relation to tendering, the feasibility study and contract documents. The availability of documents held by the Department was limited and Internal Audit had to approach PSLC and PMC directly to supply supporting documentation. The unavailability of documents hindered the investigation and represents noncompliance to Financial Regulations, did not evidence an adequate audit trail to support key decisions and has resulted in the Authority at risk if procurement arrangements were challenged.

70. Internal Audit could not evidence a formal contract with PSLC that covered the management of the refurbishment work. Internal Audit could not evidence any documentation where the agreed 5% administration charge for PSLC was written down, nor where Bromley has agreed to pay 9.75% to PMC to manage the works although the feasibility study by PMC indicated a fee of 14.4%.

71. It has not been possible to determine the final cost of the refurbishment works for Manorfields. A final reconciliation of payments made needs to be undertaken which will include the reported £29K saving on boiler replacement and settlement of the retention payment. A weakness has been identified whereby there is limited information shown on the invoices

received and there has been inadequate checking of these invoices before payment. .

72. The five year contract with PSLC expired at the end of March 2016. Given the value of the contract, renewal would normally have been subject to competitive tendering. However, the Executive gave approval to renew the contract with PSLC for another 3 years with an option to extend on a +1+1 basis from April 2016, due to a continuing need to use the PSLC PSL properties, which if the contract were to end, Bromley would struggle to find. Bromley is paying PSLC a management charge of £397k per year to for PSL and Bellegrove, but this will increase with the opening of Manorfields.

#### **ACKNOWLEDGEMENT**

73. We would like to thank all staff contacted during this Internal Audit review for their help and co-operation.



No.	Recommendation	Management Comment	Responsibility	Agreed Timescale
1.	<p><b>All documents received in relation to tendering of capital works and contracts must be retained for six years.</b></p> <p><b>All documents must be kept in a format that will allow access for inspection and allow an adequate audit trail.</b></p> <p><b>The Department must ensure that every capital project has a contract file, storing all appropriate information. A check list of key documents will ensure completeness of the contract file.</b></p> <p><b>The contract documents, including correspondence and e-mails must be kept in a secure shared area to ensure continuity.</b> [Priority 1]</p>	<p>Whilst a hard copy file is already held, historically the tender documents were held by the contractors who undertook the tender on behalf of the Council with the Council holding summary documents. Copies have been provided to the Council and all documents relating the project are to be scanned and placed into a folder in the shared drive. This will be held in line with the existing retention policy for such scheme of 6 years.</p> <p>Guidelines on requirements will be reissued to all staff.</p>	Compliance and Development Manager	Immediate
2	<p><b>Full reconciliation of the payments made for Manorfields</b></p>	<p>In all instances updated costings have been provided for sign off approval throughout the project. All invoices have</p>	Head of Allocations & Accommodation	TBA dependent upon sign off

No.	Recommendation	Management Comment	Responsibility	Agreed Timescale
	<p><b>must be undertaken to ensure Bromley can account for all expenditure, including predicted savings on the boiler and retention payments.</b></p> <p><b>This reconciliation must include correct allocation of costs to revenue and capital codes and adjustments made if needed. Any overspend on the revised budget must be accounted for. [Priority 2]</b></p>	<p>been authorised against the most up to date costing schedule. The project requires a final reconciliation setting out all expenditure as per recommendation however this cannot be completed until PSLC have signed off all works as completed with the building contractor. This work is still ongoing with minor snagging still being negotiated between PSLC and the building contractor. Progress is being monitored through the contractor monitoring meetings.</p>		<p>from O&amp;S</p>
3	<p><b>Financial and contract management must comply with Financial Regulations and CPRs. Specific examples being competitive tendering for contracts, achieving value for money, budget monitoring and contract monitoring.</b></p> <p><b>[Priority 1]</b></p>	<p>For all projects procedures set out the requirements to ensure that all financial and contract management complies with financial regulations and CPRs. A project board approach is adopted including expertise from commissioning, finance and legal as required to ensure full compliance. The housing development function has now been brought into the wider operational housings service; Recruitment is underway to fill this role and will in future oversee such projects to ensure compliance.</p>	<p>Assistant Director Housing</p>	<p>Immediate for all future projects.</p>
4	<p><b>Formal contracts must be agreed, signed by both parties</b></p>	<p>Contracts are in place for all current projects and will be in place for any</p>	<p>Assistant Director Housing</p>	<p>Immediate for all future</p>

No.	Recommendation	Management Comment	Responsibility	Agreed Timescale
	<p><b>for all capital works. The contract must include all management responsibilities, terms of contract and financial considerations.</b></p> <p><b>The contract must specify the service to be delivered. A variation to contract must be sought and authorised by both parties to reflect any change.</b> [Priority 2]</p>	<p>future capital projects as per arrangements set out in recommendation number 3.</p>		<p>projects.</p>
5	<p><b>The Department should consider utilising the in house Building Control team for capital works.</b></p> <p>[Priority 2]</p>	<p>Where sign off is required for planning, secure by design or building control, the Department will always consider utilising the in house team where appropriate. In the case of Manorfields, whilst PSLC have used a private contractor for building control for their own sign off, the Department has requested final sign off at project end by Building Control.</p>	<p>Head of Allocations &amp; Accommodation</p>	<p>Immediate subject to final project work conclusion.</p>

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